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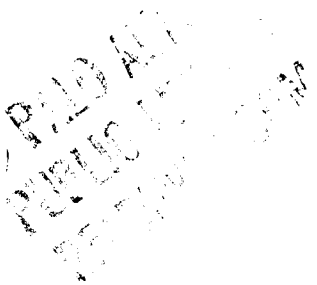
SURVEY

JOURNAL OF SOCIAL WORK



PRISONERS MUST WORK

Ruth A. Lerrigo

O TEMPORA, O MORES

Grace Abbott

PREDICAMENT IN PUERTO RICO

Dorothy D. Bourne

MISS BAILEY LISTENS

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SO THEY SAY

I wonder if anybody remembers the depression.—*Edward A. Filene, Boston.*

We are all inclined to judge ourselves by our ideals; others by their acts.—*Harold Nicholson, English author.*

Sound relief administration can seldom be spectacular.—*Willard E. Solenberger, Pennsylvania State Relief Administration.*

The oldest form of social investigation is observation.—*Bruno Lasker, American Council, Institute of Pacific Relations.*

Social workers are a large group of people with a high statistical incidence of decency.—*Dr. Frankwood E. Williams, New York.*

One thing that worries me is why prisons take so much reforming.—*Sanford Bates, director U.S. Bureau of Prisons, to The Osborne Association.*

Political progress can come only through the slow movement of the moderate groups, often indeed helpfully goaded on by the extremes.—*Alvin Johnson, New School for Social Research.*

On the whole it is probably true that the schoolroom, all things considered, maintains a calmer, less provoking atmosphere than does the home.—*Barbara Biber, nursery school psychologist.*

In a democratic social order, plans devised without reference to the means available for their realization have little significance, except as an avocation for intellectuals.—*John P. Ferris in Plan Age.*

The old desire to achieve, to improve the world, seizes the ardent youth of today with a stern command to bring about better social conditions.—*Jane Addams, in The Spirit of Youth in the City Streets (1909).*

I believe that the men should say how many children and the women should say when. After all the fathers have to support the children.—*Margaret Sanger, National Committee on Federal Legislation for Birth Control.*

Our religion lacks reality today because we have not earned it ourselves. We have inherited our churches and our creeds without entering into those experiences which created them.—*Rev. Ralph W. Sockman, Christ Church, New York.*

There is grim irony in speaking of the freedom of contract of those who, because of their economic necessities, give their service for less than is needful to keep body and soul together.—*Justice Stone, dissenting, in the Minimum Wage decision.*

I do not believe that any nimble television apparatus, any series of phonograph records, any ingenious gadget whereby you can carry the entire works of Balzac in your cigarette case, will ever take the place of books, just as we know them.—*Sinclair Lewis.*

No ethics are sound simply because they are successful in the economic sphere. A system which offers continuing opportunities for injustice accumulates the conditions of its own breakdown.—*Msgr. Robert F. Keegan, New York, to National Conference of Social Work.*

More and more it becomes clear that we must graduate from community cooperation, being nice to one another, and enter upon that more mature state of professional growth and behavior which we call community organization.—*Charles E. Hendry, George William College, Chicago.*

I am firmly of the opinion, from the experience I have had in five years of relief, that handing out a basket of groceries day by day to people whose need is due entirely to economic factors, is the most wasteful way of spending funds, the most outrageous way of treating the unemployed that I know of.—*Harry L. Hopkins, WPA.*

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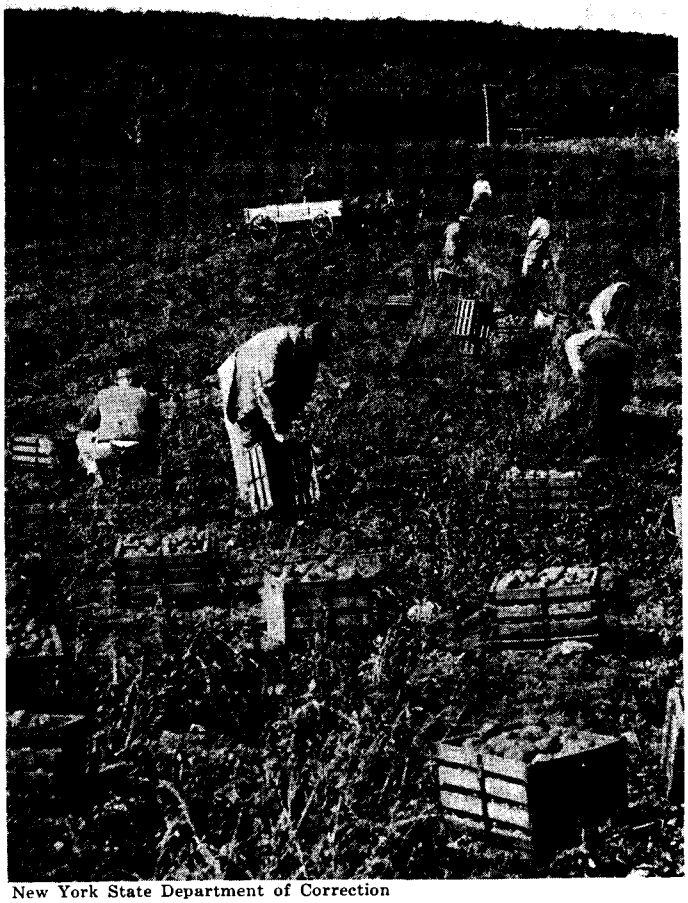
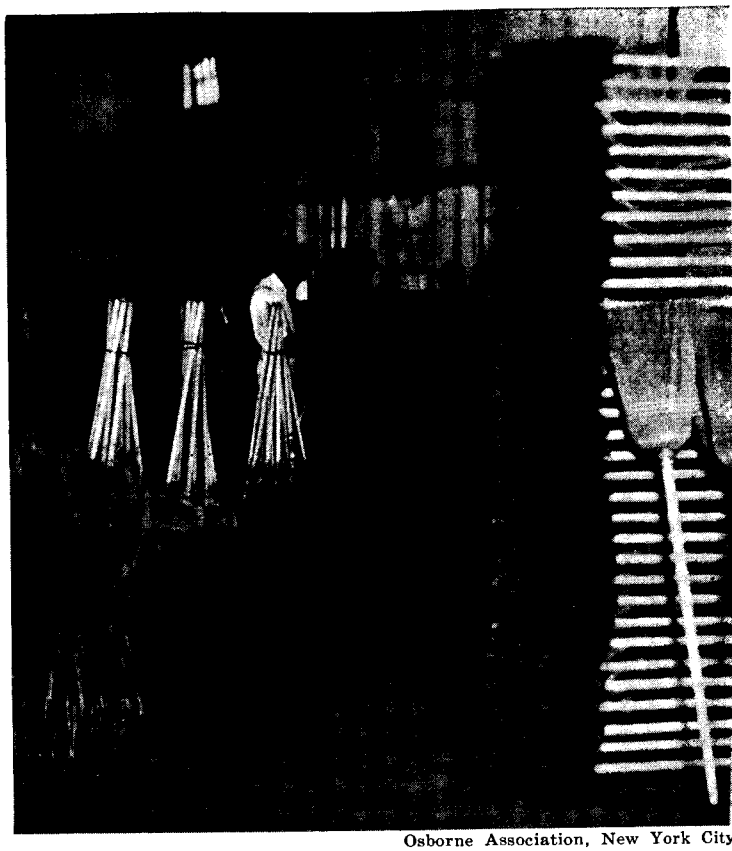


New York State Department of Correction



Osborne Association, New York City

Three ways out of many to keep prisoners busy at work that is useful as well as physically beneficial: left, prison farm (Clinton); above, broom and brush shop (District of Columbia Reformatory); below, a California prison camp

Prison Association of New York

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THE SURVEY

JULY 1936

VOL. LXXII NO. 7

Prisoners Must Work

By RUTH A. LERRIGO

"LET us go all the way or none," said the committee appointed two years ago by President Roosevelt to study the critical problem of prison industries, forced into the open by general depression conditions. What "all the way" means is now coming clear in the first studies and reports, state by state, of the Prison Industries Reorganization Administration, outgrowth of that first committee. It means that prison industries are not a thing apart, a "frill" of prison administration, but are at the very core of the whole theory of crime and punishment, part and parcel of the penal system.

For, sooner or later, nearly all prisoners come back. Direct from prison to you, sixty to seventy thousand men each year, discharged from America's state and federal prisons, troop back into her communities, to act and feel much as their months or years "in stir" have made them act and feel. Of all prisoners committed by the courts only a negligible few (under 2 percent in recent years) receive life—or death—sentence. The rest return, eventually, to freedom; to sit by you in trolleys, busses, trains and movies; to join in the quest for jobs, or to find other means of subsistence; to meet again the old temptations while trying to find a niche in a world from which they have been barred for countless days and dragging years.

The story of how those months have been spent is a vital one; vital not for sentimental reasons but to the need for short-circuiting live currents of crime and to the hard economy of treating prison populations with a thought to the future.

"Catch 'em; slam 'em in prison and forget 'em" may be good adventure-story tactics, but the increase of G-men and steel cells to keep pace with the increase of criminals can become a costly business. Rebuilding men in prison, giving them a vocation with a chance of an honest living, safeguarding their discharge with real parole supervision, though unromantic and slow, are the methods calculated to subtract, not multiply crime. And these are the methods that the Prison Industries Reorganization Administration, and its board, appointed by the President in September 1935, is advocating in the course of its attack on the problems involved in unemployment and idleness in state prisons.

Always a counsel of despair—save in an occasional enlightened spot—the problem of how prisoners spend their time has been sharpened of late years by steadily increasing idleness, due to shrinking outlets for prison-made goods. [See *The Survey*, April 1935, page 99.] Elements in the difficulty include the many-sided, depression-intensified struggle for markets in industries such as the cotton garment trade, where prison-made goods naturally compete; the protests of free labor against prisoner competition; the shocking overcrowding of penal institutions increased by building economies in tax-collected state budgets; and finally the effectual shutting-off of prison goods from nearly all markets by the Hawes-Cooper law—a measure now sanctified as constitutional by the Supreme Court. The corroding results are manifest in increasing prison idleness, in riots and disorders in American prisons, and in paroles violated by embittered men who, entirely unprepared, are returned to free living. From all of these tangled strands, PIRA faces the task of evolving an orderly pattern for its basic attack on prison idleness.

IN the words of Joseph N. Ulman, chairman of the Prison Industries Reorganization Administration and its board and judge of the Supreme Bench of Baltimore:

> Advocates of the older, harsh and repressive treatment of prisoners demand that men sentenced to a term of years at "hard labor" ought to be compelled to work in prison. They condemn prison officials who permit prisoners to twiddle their thumbs while the state pays for their board and lodging. On the other hand, those who look on imprisonment as part of a rounded plan to reduce crime, are equally insistent that prisoners should work, because these critics recognize that the inculcation of habits of industry is the most effective way in

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which prisons rehabilitate prisoners. Prison wardens, whatever their philosophy, are loudest of all in demanding that the men who overcrowd their prisons shall be put to work. They say, and nobody can doubt they are right, that a prison full of idle men is a menace; that discipline and idleness cannot exist side by side; that every prison filled with idle men is the lurking place of incipient riot and bloodshed.

In spite of this, during the past year idleness in prisons has increased by leaps and bounds. . . . Every prison in the country has its hundreds or its thousands of idle men, milling about, plotting mischief, deteriorating mentally and physically . . . nearly all of them to go back into free society worse men, more dangerous men, than they were before they were locked up.

Why this increase in prison idleness? . . . Those elements in the community which are, or fancy they are, injured by the competition of prison-made goods have succeeded on several fronts in their long-drawn-out campaign. . . . The Hawes-Cooper law has become effective. . . . Congress has enacted the Sumners-Ashurst law throwing still further obstacles in the way of marketing prison-made goods. Numbers of states have enacted restrictive legislation of one kind or another. As a result, in state after state, the system under which prisoners have been employed in the past has broken down.

Three years ago prison-made goods flooded the market in certain lines of industry. Today the flood has been turned back, and the prisons themselves are engulfed in a tidal wave of idleness that bids fair to wreck them.

This situation was foreshadowed in 1934, when a bitter controversy raged between the cotton garment industry and the Prison Labor Authority of the NRA. President Roosevelt saw its implications and in September 1934 appointed the original committee to study and report on the vexed problem of prison labor and its markets. His selection of the members of the committee, and of the Prison Industries Reorganization Board which followed it, was the keystone of whatever accomplishment follows. On that first committee were three men whose combined vision reached real altitude: Judge Ulman; Frank Tannenbaum, economist, author, biographer of "Osborne of Sing Sing"; and W. Jett Lauck, economist and authority on industrial problems.

"This thing cannot even be dented by surface attacks," they said. "Let us go all the way or none."

"It appeared that irresistible forces were opposed to immovable obstacles, that we should have to throw up our hands and report that we saw no way out of the mess," the committee said, in transmitting its report. Nonetheless, it "respectfully submitted" a document which was destined to catch the imagination of all who read it, to stimulate opposition and enthusiasm from friend and opponent, to vault a breath-taking series of hazards and finally to result in the Prison Industries Reorganization Administration—with future boundaries unknown.

The appointment of Judge Ulman as chairman of the original committee, as well as of the PIRA, tapped the full strength of a life-long interest.

"You see, this is my form of golf," was Judge Ulman's easy way of telling this writer that prison reform, as the root remedy for many fundamental ills, has been his long and urgent concern. Author of the book, A Judge Takes The Stand, and of magazine articles, for years he was president of the Maryland Prisoners' Aid Association. He has been active in the development of a probation system for Baltimore, and in numerous nation-wide organizations for penal reform and for rational treatment of prisoners.

Under his continuing chairmanship, the plans which originated in that first committee have been as hardy as the traditional cat with nine lives. The ambitions of the committee faced death before birth when, in November 1934, the National Industrial Recovery Board threatened to limit its considerations to the narrow question of competition between the cotton garment industry and prison labor. This was overruled, but with the evolution of NRA policies the report seemed to die and nothing more was heard of it till May 25, 1935. Donald Richberg, then chairman of the NIRB, approved the report at 10:30 A. M. of the same day on which, at 2 P. M., the Supreme Court killed the entire NRA. After its few hours of sanctioned existence, the report again was thought dead, but there was within the NRA a small group which continued to work on the whole question. Finally, in September 1935, Prentiss D. Coonley laid the plan before President Roosevelt personally. The President immediately manifested his concern with the problem and resuscitated the report by setting up the Prison Industries Reorganization Administration as an agency of the federal government.

Besides Judge Ulman, chairman, the Board includes Louis A. Robinson of Swarthmore, who gave expert testimony during the first investigation and is author of books on criminology and criminal statistics and chairman of the Pennsylvania Commission on Penal Affairs; James P. Davis of New York, who had been secretary of the original committee; Gustav Peck, of New York, formerly executive director of the Labor Advisory Board, and Linton R. Collins of Florida, who was a division administrator in the NRA in charge of related problems. Mr. Robinson, who is also a member of the board of trustees of the Eastern State Penitentiary of Pennsylvania, brings to the PIRA a long experience in both the theory and practice of penology, and a special training which serves in the development of its techniques of investigation.

BY executive order, the PIRA was directed not only to conduct, in cooperation with the states, surveys of industrial operations and allied activities carried on by the state penal and correctional institutions, but also to formulate and recommend for Presidential approval a program for replanning and reorganizing existing prison industrial operations and allied activities. Besides a plan to relieve private industry and labor of competition from prison-made goods, the PIRA was asked "to assist the states . . . to eliminate idleness and provide an adequate and humane system of rehabilitation for the inmates of such institutions." It was with these larger aims in mind, that the PIRA formulated its plans.

"Let us go all the way or none," the original committee decided, and the PIRA has proceeded accordingly. It has not construed its mandate narrowly, but has proceeded according to the principle that the problem of prison labor cannot be solved as a thing apart; that prisoners cannot possibly be employed satisfactorily without careful reorganization of prison facilities. On the thesis that the foundation of an intelligent prison system is work, the PIRA has developed plans for the widest possible interpretation of the non-competitive "state-use system" to provide diversified labor and occupation for prisoners, suited to individual needs and capacities and useful to the state itself.

A root philosophy, underlying all of the plans made by

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the PIRA for its attack on prison unemployment is individualization of treatment. A natural corollary is proper classification of prisoners, involving housing in proper types of institutions, not now existing in some states. Employment in farm, road and forestry work, for example, requires special housing facilities. Educational and vocational possibilities are considered, and the reduction of the numbers to be employed within prisons through the proper use of probation and parole.

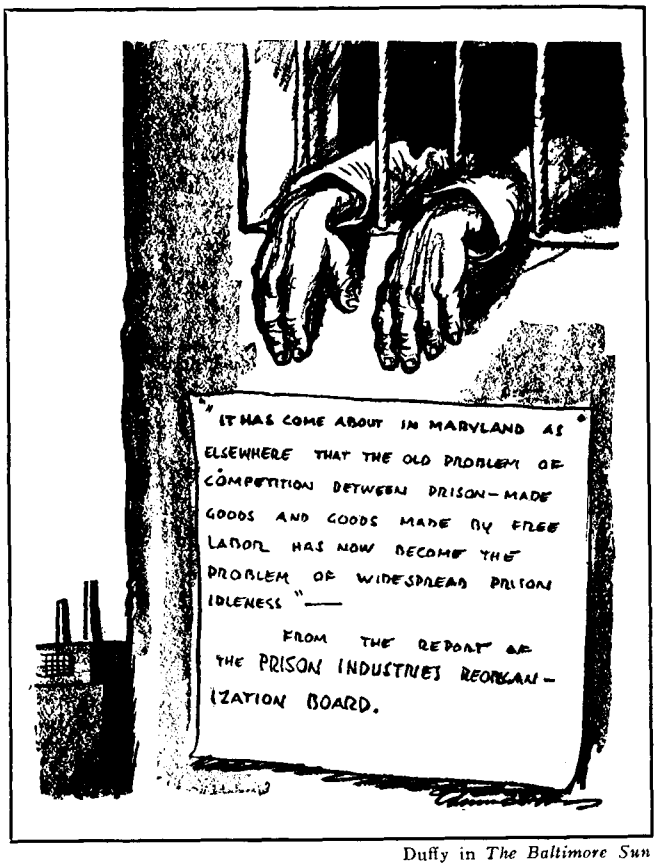
BASIC to all the PIRA'S procedure is the significant initial phrase of the executive order which established it: "In cooperation with the proper authorities of the several states. . . ." The PIRA undertakes its work only on invitation of the state concerned, and presents its report of findings for each state separately, to the President, to be considered for such federal "loans or grants or both," as may be necessary to the program.

In explaining the plans of the PIRA, soon after the issuance of the executive order which gave it existence, Judge Ulman said:

> Our Board understands that conditions are not alike in any two states. . . . Existing prison plants run the gamut from almost mediaeval dungeons to modern buildings with ample light, air and plumbing, and workshops that compare favorably with those erected by private industry. Some states have prison farms; others, where climatic conditions permit, employ a large number of their prisoners in road construction and similar outdoor activities. Some states have considerable investments in tools and machinery. . . . Just one thing is common to all these varied setups. The spectre of prison idleness stalks through every system in every state.

Thus, the first line of attack was upon idleness. The state-use plan, as the Board is developing its program, is the manufacture at state expense, by state-supported prisoners, of goods and services to be used by the state itself, its political subdivisions, and tax-supported institutions and agencies, for their needs. The element of competition with private industry thus is minimized and tax costs for state institutions are reduced. To assure success of the plan, a state law with sufficient "teeth" to make certain that state institutions actually do consume the products of that state's prison labor is essential. Broadly interpreted, state-use includes state public works, such as road building, state farms and the like. This is the field in which the Board believes the employment of prisoners must be sought. Local problems differ and the PIRA plans no one scheme to solve overnight a hundred-year-old problem, but rather individual study of each state, preparing the ground for moving ahead intelligently and building in general toward a state-use basis.

The machinery set up by the PIRA for its plan of survey and recommendation is comparatively simple and makes use, so far as possible, of existing federal services. There is a headquarters office at Washington, at which function the executive director, James P. Davis, and a headquarters staff. For statistical work Commissioner Isador Lubin, of the Bureau of Labor Statistics, has loaned some of his trained employes, under the direction of Herman B. Byer. Similarly, Admiral C. L. Peoples of the Treasury Department, has made available the services of Alan B. Mills, consulting prison architect, for detailed studies of prison structures and needs. Payment for these cooperative services is made on a reimbursement basis.


"IT HAS COME ABOUT IN MARYLAND AS ELSEWHERE THAT THE OLD PROBLEM OF COMPETITION BETWEEN PRISON-MADE GOODS AND GOODS MADE BY FREE LABOR HAS NOW BECOME THE PROBLEM OF WIDESPREAD PRISON IDLENESS"—
FROM THE REPORT OF THE PRISON INDUSTRIES REORGANIZATION BOARD.

Duffy in *The Baltimore Sun*

Idle Hands

Findings of a state survey, when completed, are submitted to a given state in a comprehensive and detailed report, with full recommendations for future development of the state's penal system, including: plans for proposed new construction, development of diversified work opportunities together with possible markets in existing state institutions, programs for non-industrial activities along lines of general education and vocational training, classification of prisoners, and development of probation and parole, together with a legal study of necessary new legislative provisions to carry out the program. If and when the state adopts the report and fulfills the necessary requirements in legislation and appropriations, it is submitted for the President's approval and consideration for federal aid.

A FEDERAL information service on prison problems has been set up by the PIRA and is available for consultation by all states. Information is being gathered from the experience of various states, on the costs and problems of prison manufacture of the whole range of products practical for institutional use. Plans, equipment, employment possibilities of minimum unit setups will be available, for the guidance of state prison administrations. Educational and other non-industrial projects will be studied in the same way.

The experience of Kentucky gives a graphic demonstration of the usefulness of the new Administration. Prison conditions in Kentucky had become acute some time before the PIRA was set up, so that public interest had been roused and the State Planning Board already had made a usable start on studying the situation. It was obvious in this state that, even if investment and machines sufficient to provide useful employment for the prison populations

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could be crowded into the two ancient existing institutions, there would not be enough state-institution use to consume the products, if state-use were narrowly interpreted. Further, the only existing institutions are of the maximum security type, though one is called a Reformatory, and although nearly 60 percent of the prisoners in Kentucky's two penitentiaries have never been in prison before, according to the records. Up to this year, when a broad reorganization law was passed, there has been no probation and no adequate parole system in Kentucky. The institutional building program has been curtailed. There is no opportunity for segregation or classification of prisoners, except an inadequately separated wing for women. With a capacity of 1700 the Frankfort Reformatory housed 2698 on the date of the survey and, with a capacity of 540 single cells and no adequate dormitories, the Eddyville Penitentiary held 1241 inmates. Even if these antiquated structures housed only their normal capacity, the report indicates, they would fall far short of modern standards. They are in poor repair and lack even minimum sanitary facilities and their structure and function do not permit classification and segregation of prisoners.

WITH the cooperation of the governor and Department of Welfare of Kentucky, the PIRA has developed recommendations for a reorganization which promise to remove the prison system of that state from near the bottom to the forefront of states. Beginning with new construction to provide a receiving and classification unit, and later addition of needed medium and minimum security institutions, the Kentucky plan looks toward a real solution of its problems of prison industry and employment, based on a diversified state-use system. State farms, forestry projects and modern road camps—not the malodorous chain gang variety—will provide for carefully selected "safe" prisoners, healthful and comparatively normal employment. A diversified plan for production of such goods as Kentucky institutions can consume may include commodities of all sorts, from farm produce to furniture, concrete and shoes. The PIRA has tabulated fully and in its report discusses the practicability of the whole range of possible products. Idleness is fought further, in the Kentucky plan, with recreational, educational and vocational means of employment. Provision of health, psychiatric and other professional services is taken into consideration.

Maryland is not far behind Kentucky in taking advantage of the opportunities provided by the PIRA. That state also invited study, and the report of the PIRA has been submitted to the governor and interested officials. Work has begun in Delaware, Vermont, West Virginia, Oklahoma and Arkansas. Invitations from a dozen other states are waiting attention by the PIRA.

Thus, a far-sighted idea has become a reality. Whether or not the work of the PIRA will reach its logical conclusion, whether ancient abuses will be remedied all over the nation, and the increase of crime be attacked at last at this, one of its true roots, will depend upon public acceptance. The prison labor problem, like other social and economic questions, can never be "settled"; but the Prison Industries Reorganization Administration may become a permanent piece of federal machinery. Federal aid will be a powerful incentive. But this achievement will be assured only by the urgent demand and insistent backing of an informed public opinion in the states themselves.

When Educators Talk Shop

"Words," says Webster, "are units of discourse." *The Reader's Digest* carries a telling page, Towards a More Picturesque Speech, with pithy and colorful quotations from the great or near great in the field of letters, and the query, "How else would you say it?" Let's turn the tables and single out units of discourse through which educators convey thought.

"The Why Phenomenon"

The phrases below were gleaned from the utterances during recent months of some of our leading educational authorities. "How else would you say it?"

Total intellectual defect
Symbolic speech
Developmental delays
Experimental reservoir
Total activity pattern
Negative character development areas
Attenuated rapport
Explosive response
Phases of maturation
Narrowed, lengthened and intensified vision
The deviate child
Organismic development
Stereotyping of mistakes
Curricular reorientation
Period of intake alternated and refreshed with outgo
Process of acculturation
Meaningless vocalizations
Spelling consciousness
Teacher-parent interplay
Self-thwarting behavior
Extra-familial satisfactions
The young child's love life
Hazy reality contacts
Effort to dilute egocentricity
Personally formulated experience
Non-volitional cooperation
Environmental impingements on the child
Static participation
Visioned educative processes
Unassimilated and unassimilable data
Detachable instructional units
Dynamic expression media
Time-sampling techniques
De-limited units of nervous behavior
Growth in positive trait-actions
Pupil-teacher-curriculum relationships
Methodological innovations
New psychological orientation
Freedom from nervous blockages
Human symbol-reactions
Informal arranged-for-conference-contacts
Non-dominant group leadership
Pre-test of test validity
The "why" phenomenon

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O Tempora, O Mores

By GRACE ABBOTT

School of Social Service Administration, University of Chicago; formerly Chief, U. S. Children's Bureau

PUBLIC
READ

SOCIAL workers and all those interested in social reform need to keep steadily in mind the fact that a "gateway" amendment to our federal Constitution is necessary for much needed industrial and social legislation. Conservative newspapers, Republican politicians and their powerful supporters would have us believe that it is only the New Deal legislation that has met the Constitutional barrier. Such is, of course, not the case. In the beginning of this century other and equally momentous opinions decided by a divided court and, as Mr. Justice Holmes told us in 1907, "upon an economic theory which a large part of the country does not entertain" closed important roads to both Congress and the states.

Employers discovered, or their lawyers discovered for them, that the "due process" and "equal protection of the law" clauses of the Fourteenth Amendment, adopted to safeguard the civil rights of the emancipated Negro, could be used to stop general regulation by the states of hours of work, homework or wages. But even if the states did have the authority to enact much needed industrial legislation which the Supreme Court has decided the Fourteenth Amendment took from them, we would still be unable to proceed with the solution of problems which are affected or created by national or world conditions. Local action under such circumstances is clearly inadequate. Congress must be given a new, general grant of power to legislate with reference to these matters.

This was clear to many people twenty-five years ago. To Theodore Roosevelt it became the great issue of the day and he discussed it with characteristic impatience and directness. For him, amendment of the Constitution was too slow. "To say that we can reach the matter by the ordinary form of constitutional amendment is merely to befog the issue," he wrote in an editorial in *The Outlook* in 1912. "Our system of constitutional amendment is so cumbrous and complicated that in such cases as we have in mind there would be interminable delay before the needed amendment would be adopted; and then there would have to be legislation under the amendment, and then another series of lawsuits and another series of decisions by the same courts that had rendered the objectionable decision in the first place." T. R. therefore advocated the remedy of recall of judicial decisions as a means of taking these issues directly to the people. He cited as a useful precedent the prompt adoption of the Eleventh Amendment in 1795, two years after a decision of the United States Supreme Court that a citizen of one state could sue another state. By this amendment, he held, the nation gave notice to the Court that this section of the Constitution was not to be so construed in the future. "This," he said, "is exactly and precisely what the Progressives propose to have done, alike for the nation and for the several states. The only difference is that we desire to secure more expeditious action in cases of this kind than is possible under the cumbrous existing system of constitutional amendments."

"There was no need," he continued, "for such expedition in the early days when the courts exercised this great power with cautious moderation and wisdom. But it is now used so recklessly that it is absolutely necessary, if we are to go forward along the path of social and economic reform, that the people shall be able to act after due deliberation, of course, but not after procrastination."

"I am well aware," one of his editorials ended, "that every upholder of privilege, every hired agent or beneficiary of the special interests, including many well-meaning parlor reformers, will denounce all this as 'socialism' or 'anarchy'—the same terms they used in the past denouncing the movements to control the railways and to control public utilities." To those who have passed the half-century mark, the events, the hopes, the fears of the first years of this century, and particularly of 1912, will come rushing back as they read these words. Some progress, they will remember, was then being made in removing a few of the burdens and injustices from which workers suffered. Decisions that regulation of hours of work and of homework was unconstitutional had touched T. R. closely. They were measures in which he had been interested in New York State. The earlier decision of the United States Supreme Court that an income tax was unconstitutional was much discussed at that time as was the decision of the New York Court of Appeals in 1911 that the New York Workmen's Compensation Law was in violation of the "due process" clause of the Fourteenth Amendment.

IN the election of 1912 these problems were carried to the people. Economic problems became political issues that year. Industrial leaders leaned on the Republican Party as the one through which old privileges could be retained and new ones secured. With a general statement about social and economic reform and a specific one about "upholding the integrity of the courts" the G. O. P. became in the campaign of 1912 the opponent of all social experimentation. The Progressive platform, which set forth the mature views of the first President Roosevelt, called for curtailment of the powers of the courts and pledged enactment of minimum wage and workmen's compensation legislation and old age, unemployment, and health insurance. The Democrats, less liberal in their platform, accepted in the campaign the principles of the New Freedom announced by their candidate.

With conservative Republicanism overwhelmed by Progressive and Democratic votes, the way was prepared for great accomplishments under President Wilson. But the War and the reckless materialism of the post-War period did what the industrial leaders had been unable to do in 1912. In 1917 a promising social reform movement came to an end. For more than fifteen years thereafter the gains were few and the losses many. Amended compensation laws were held constitutional, but minimum wage laws

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even for women were ruled out as were federal efforts to control child labor.

With the debacle of 1929, with an epidemic of unemployment, with the insecurity and injustices from which industrial workers, farmers, and sharecroppers had long suffered so magnified by the depression that those with any vestige of sight left them could see the chaos toward which the industrialism of the nineteen-twenties was leading us, the electorate again demanded social reform. As the depression has worn on it has wanted to find a road for an advance to a better way of life and not for retreat to the days of 1929 and before.

Now, as twenty-five years ago, the Supreme Court is relied upon to discredit the effort to build such a highway. T. R. would be surprised to find some of his own followers among those who demand that the judicial arm of the government be considered sacrosanct. Franklin Knox, who had one of the wind instruments in the Roosevelt orchestra in 1912, evidently never learned the notes he was trying to play. And what about the great Theodore's namesake? He has turned his back on his father's program and is riding through the newspapers with a horse and a buggy which must have antedated 1912 and under a banner bearing the slogan "Back to the Constitution."

Whether or not the Railroad Retirement bill, the NRA, the AAA, the federal and state unemployment compensation laws or the minimum wage legislation are the best approaches to the problems they were intended to solve, they should be made constitutional. Theodore Roosevelt was right, though today we regard his shortcut of recalling judicial decisions as impractical. The right to decide these questions fundamental in a twentieth century society must be given to the elected representatives of the people.

If our revered Founding Fathers were to return, they would doubtless be amazed to find how little the Constitution has been amended. They would not have forgotten that it contained compromises on unsettled issues which they knew must eventually be settled. Moreover, they recognized that unforeseen and unforeseeable problems would arise for which they had not made provision. For this very reason the Constitution provided two ways of legislating —by statutes enacted by Congress and by amendment of the Constitution—and the Founding Fathers did not expect the nation to be timid in the use of either. They did not themselves hesitate to make use of the latter method. Ten amendments were adopted by the first Congress and two more were ratified in the next fifteen years.

The constitutional protection of slavery, one of many compromises, was the basis of the "irrepressible conflict" of a hundred years ago. Perhaps the members of the constitutional convention would understand better than we do why it took a long and bloody war to add the Thirteenth, Fourteenth, and Fifteenth Amendments to the Constitution. If, with the prices of farm products fixed in a world market, the problems of agriculture are not made national; if provision for progress toward justice for industrial workers is denied both the states and the nation under the Constitution, another "irrepressible conflict" may develop. To our ancestors of the eighteenth century the fears of the present day conservatives would have seemed unworthy of those who believe in government by the people.

Recent attempts to silence all discussion of decisions of the Supreme Court as near-treason recall Jefferson's story of the robbers who took refuge in a church and then said it would be desecration to drag them from the Temple or to arrest them as they left the House of God. The Constitution seems now by way of becoming a sacred refuge for those whom Roosevelt I, when he was the Republican President of the United States, was in the habit of calling "malefactors of great wealth." T. R.'s language may have reflected too accurately his emotions, and his impatience with the method of constitutional amendment may be explained by his experience and still be unwise. He was right, however, that the elected representatives must be given authority to decide on these fundamental policies. The wishful expectation of a more liberal court only delays effective action.

The trouble is not with the judges of the Supreme Court but with the Constitution. We need to be done with the indirection with which these problems have been approached in the past. The "slow and cumbersome method" of constitutional amendment is the direct and logical way. It should not be postponed any longer.

Puerto Rico's Predicament

By DOROTHY D. BOURNE

Director, Social Work Training, University of Puerto Rico

SOCIAL workers in Puerto Rico not only share the anxiety of their colleagues in the continental United States as to the responsibility of the federal government in relation to relief and work but this anxiety carries them, perhaps to a unique degree, into the heart of a social-economic situation. To a very young professional social work movement, which has assumed over-heavy responsibilities in the last few years, the present situation is appalling. The future life of the professional group is at stake as truly as the physical life of many clients who face want and starvation.

In answer to the need for training for rural community social work in connection with the special rural vocational schools of the island, the University of Puerto Rico developed social work training courses. Although these courses were first designed as preparation for a specific field, the necessity of general preparation in basic techniques and methods and an increasing demand for social workers led to the establishment of a school which last year was recognized as a new school of social work by the American Association of Schools of Social Work. The large majority of social work positions in the FERA of Puerto Rico were filled by men and women from this school, a considerable number of whom had also had professional training in the

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continental United States, about twenty of them on FERA scholarships.

The social workers of the island—trained and semi-trained—now number 163. They are drawn from the growing class in Puerto Rico which puts a high value on education and is ready to make great sacrifices in order to get it. As a group these social workers are not completely homogeneous, but there is an esprit de corps and strong professional enthusiasm and vitality. The aides of the FERA, who have numbered as many as 600, correspond in point of view very closely to the "rank and file" in the States, except that, because the whole social work movement is so young, the point of view of neither group is fully articulated.

NO provision for home relief of either employables or unemployables existed in Puerto Rico prior to 1932. The insular government has institutions for the insane, tubercular and blind, two schools for dependent children, and subsidizes a few other institutions. There are also some small municipal institutions. All of these are inadequate even for their specific purposes. The population of the island is increasing at the rate of 40,000 a year.

Federal relief, initiated in August 1933, has been bringing a million dollars a month to the island for direct and work relief. Funds will last through June 1936. The magnitude of the problem can best be understood by considering certain facts: 80 percent of Puerto Rico's population of approximately 1,700,000 has been, and is, eligible for relief; 207,812 family heads and single persons are on relief rolls; the case load of the case aides averages 780; the weekly relief allowance per family has been from 75 cents to one dollar a week (a minimum subsistence budget for a family of five—the Puerto Rican average—would be thirty dollars a month as estimated through studies of our home economics specialists); direct relief has been used primarily for unemployables; work relief has been distributed to cover as many unemployed as possible.

The Social Service Section of the FERA has carried on wide activities in child welfare, maternal health, recreation, probation and parole, inter-agency service and social service exchange, training service, medical social work, nutritional and home economic service, publicity and legislation, research and statistics. There has been close cooperation between work projects and the Social Service Section, many of the actual projects originating as social work plans. For example, establishment of juvenile homes for temporary care of children, repair or building of municipal institutions for the aged and development of community or recreation centers have meant practical coordination of engineering and social work projects. There have been, of course, the same differences of opinion as elsewhere between social workers and engineers when it has been difficult to identify efficiency with human need, but the ensuing adjustments have undoubtedly been good for both professions.

As no provision has been made for relief after June 30, the efforts of social workers are focused on the attempt to establish a public welfare department, to see that Puerto Rico is included in the general provisions of federal relief and to have the Social Security Act extended to Puerto Rico. A bill in the insular legislature creating a department of public welfare awaits final action by Congress in amending the Organic Act, under which Puerto Rico is governed. The work to get the bill passed locally, in form acceptable professionally and also technically, as an instrument for several titles of the Social Security Act, is a task now engaging the efforts of social workers.

A special reconstruction administration for Puerto Rico, established by executive order, began operating last September with a revolving fund of $35 million appropriated this year by Congress and with provision for expending any funds which may in future be assigned to it. According to present estimates, this administration will employ approximately 70,000 persons. Its plans are in many ways similar to those of the rural resettlement program. The money is definitely allocated to certain projects and types of reconstruction so that, unless its program can be enormously expanded by further appropriation, it cannot offer a solution for the employment problem. It leaves the problem of relief unanswered and, of course, makes no provision for unemployables.

Recent events, in which the Nationalists assassinated the chief of police, Col. Francis E. Riggs, have complicated the situation further. The two young Nationalists involved in the affair were later killed in the police station by police on the ground of self-defense, which, in the opinion of many people, was not satisfactorily substantiated. This act aroused strong feeling in support of the Nationalists, even among those who cannot approve the principles of direct action. At the same time the Nationalist leader and others are charged with sedition and other specific offenses in the federal court.

All of this has finally precipitated the long postponed consideration by the United States of the political status of Puerto Rico and the smoldering independence issue has been brought out into the open. Senator Tydings of Maryland has formulated the first definite plan for independence. This has been followed by a proposition by Representative Marcantonio of New York.

UNFORTUNATELY, the Tydings bill—due to the manner in which it was presented and worded, and with what many Puerto Ricans feel is a lack of sympathy with the economic problem of the island—has increased bitterness toward the United States. Even among certain Puerto Ricans whose interests are identical with those of the American representatives of capitalistic enterprises on the island, there is a feeling that independence, even if it should spell economic ruin, would be preferable to insults to Puerto Rican pride and self-respect. There are also those who, without capitalistic affiliations, believe in a continued political connection with the United States. This group includes some of the local Socialists—a labor party—as well as some of the more conservative elements. But it is hard to predict where this group would stand if the issue were clearly drawn between Puerto Rico and the United States by means of a plebiscite. In the pro-independence group, there is a natural tendency at present to blame the United States for all the ills of the island, confusing world-wide economic issues with the specific evils which are due to American occupancy. If a sound plan for independence is to be worked out, it is largely incumbent upon this group to take the initiative in presenting a proposal with a reasonable economic basis.

Social workers, representing varying points of view, are primarily concerned with the basic problem of human welfare. They see it as their obligation to work toward a

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solution of this problem which will be compatible with a satisfying political program. This complicates the ethical position of the conscientious social worker. Can the economic needs of the clients and the future of professional social work in dealing with those needs, be faced as a part of a general social-economic problem; or does the fact that the client as well as the social worker is a part of an emotional situation, motivated in many cases by rebellion against a colonial psychology, greatly complicate the issue for Puerto Rico?

As a step toward answering this question, a study of client reactions to the present situation is now being made in the FERA. This will deal with the attitudes of clients toward the possible cessation of all relief on June 30, legislative measures proposed to relieve this situation, and the effect of proposed independence on such planning. Local supervisors and aides working on the project will, as far as possible, keep their personal opinion from influencing the collection of data. Client committees and individual interviews will be used and verbatim reports of what clients say will be taken. The results will be tabulated in order to give some definite indication of existing attitudes. It is hoped that this work may have several valuable results. It will show social workers the extent to which their interests are identical with those of their clients. It will be a stimulus to a new kind of thinking on the part of clients, many of whom come from groups which have, so far, been inarticulate and often passive or fatalistic toward the plans which are made for them by other groups in society. It may also be a step toward giving economic questions their proper place in the decisions of individuals on the independence issue.

From a purely practical standpoint, the present situation confronts all intelligent Puerto Ricans with the question: Will not Puerto Rico always be too far away and unimportant in the eyes of the United States to receive the attention which its desperate problems need? Although at present no constructive economic program has been presented, many believe that it is nevertheless possible, by squarely facing the issues, to plan the economic future to conform to the idea of independence. Others disagree with this idea. Whatever course is eventually followed social workers, constituting one of the thinking groups in the island, are recognizing the necessity of facing basic economic problems and are realizing that the connection of these problems with political status cannot be ignored.

Twenty-Five Years Ago in The Survey

July 1911

"AGAIN we social workers should do all that lies in our power to smite the political machines which in spite of a decade of unexampled moral agitation are still dominant in most of our cities and states. There is not a social problem of however little significance which does not have political causes or complications of the utmost importance."—John Haynes Holmes, pastor, Church of the Messiah*, New York.

**Now The Community Church.*

"CHARLES M. CABOT of Boston has won a second skirmish in his fight to provoke active interest and untrammeled discussion upon the part of stockholders of the U.S. Steel Corporation with respect to labor conditions in the industry from which they draw dividends."

"ONE of the greatest questions for consideration by the capitalists of America today is the treatment of their employes —of the laboring men, so as to make it certain there will never in this country be any excuse for the advancement of the ideas of the Anarchist or the Socialist."—Judge E. H. Gary, U. S. Steel Corporation, to the American Iron and Steel Institute.

"SOME of the industrial problems of the Northwest are brought out in a report on vagrancy made by the Charity Organization Society of Seattle. . . . Statistics indicate that the men are in the main young, ablebodied, English-speaking transients, many of them unemployed simply because of the seasonal character of their work. . . . The greater number are men who with intelligent treatment can be prevented from becoming vagrants."

THE Michigan State Superintendents of the Poor, in annual convention, resolved: "That we highly commend our present local option law, believing that if adopted throughout the state it will greatly reduce the labor of the superintendents of the poor."

"THE growing movement toward the socialization of medicine finds unusually full expression in the report of the Boston Dispensary . . . under the direction of Michael M. Davis, Jr.*, who left New York to take the position."

**Now Director for Medical Services, Julius Rosenwald Fund.*

A NEW law in Wisconsin required that all normal and country training schools for teachers provide instruction in games and playground management and that all candidates for normal school diplomas pass examinations in these subjects.

"THE national insurance bill now before the British Parliament is hailed as epoch-making by sanitarians and hygienists, but the rank and file of the doctors have taken a stiff-necked attitude of opposition on the ground that it will hurt their practice."

"THE campaign for the conservation of human life, legs, arms, ears and eyes—in other words the safe and sane Fourth of July—has again proved its worth. Figures . . . show twenty-four deaths and 881 injuries."

"CORRESPONDENCE is desired from social workers in various parts of the United States relative to public opinion among intelligent people as to what code of sex morality ought to be taught boys of fifteen years and over."—Letter to the Editor.

"SOCIOLOGIC and philanthropic circles were visibly disturbed when it was known that Sherman C. Kingsley* had decided to transfer his official connection from the United Charities, Chicago, to the Elizabeth McCormick Memorial Fund. The question naturally arose whether one who had become a factor of such unquestioned strength in administering charitable relief and preventive measures and in raising the standard of such service to the plane of scientific efficiency, could be spared from the field of his signal achievements."—Henry B. Favil.

**Executive secretary, Philadelphia Welfare Federation,* 1921-34; *now engaged in WPA projects for the handicapped.*

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Not So Old As Some

CHARACTERS: Seth Smith
Amanda Smith, his wife
Layfe Brown
Sary Brown, his wife

SCENE: The Smiths' front porch, Greeley County, Kansas.

SETH SMITH

I jes' been down to th' county office to git my grocery order and to ast That Woman there when they wuz agoin' to git us our old age pensions.

MRS. BROWN

What did She say?

SETH SMITH

Well, she didn't know, but she give me this here paper to read, this here S-U-R-V-E-Y—

MRS. SMITH
(impatiently)

I been tellin' you all along there wouldn't nothin' come o' those pensions.

LAYFE BROWN

I don't figger it's all her fault maybe. Pore woman, she ain't got all the say.

MRS. BROWN

How ain't she got all the say?

LAYFE BROWN

On account the rehabilitions fellers, an' them commissioners has got a say too. Anyway t'ain't no use arguin' 'bout somethin' we ain't got. Seth, what's in that air paper she give you?

SETH SMITH
(turning the pages of The Survey)

'Pears that out in Californy there was a club of old folks an' they told each other what they needed an' how they felt. Sez here in the paper when That Woman from their office was goin' to make a budget, this club told her a person couldn't git along on $23 a month and by jing they raised it to $25.

MRS. BROWN

I don't believe it.

SETH SMITH

Well, it says here they even brung the mayor to see that $23 warn't 'nuff.

LAYFE BROWN

Well that sounds like folks do pay attention to us old folks sometimes.

MRS. SMITH

Precious few times!

SETH SMITH

Well, it worked all right. They didn't treat 'em all like reliefers, nuther.

MRS. BROWN

Winter-fore-last when Layfe and me didn't have nothin' but guverment beef, Layfe couldn't even git linamunt fur our rheumatiz, an' That Woman at our office got so she wouldn't even listen when I showed her how my feet swelled, and I couldn't git up when I wuz down.

LAYFE BROWN

What else them ol' folks do, Seth?

SETH SMITH

Well, sez here that they had parties.

MRS. SMITH

Huh, That Woman don't do nothin' but snoot when I want a dime's worth o' cookies or a plug o' chewin' tobaccer fur Seth.

SETH SMITH

Well, these Californy folks had a real social time of it. One ole feller was flat on his back with malary, and when t'was his eighty-ninth birthday, the folks all chipped in an' sent him a birthday card. T'was the first time anybody'd remembered his birthday in fifty years. He sure was tickled.

MRS. BROWN

Yuh don't say.

SETH SMITH

Yeah, an' seems one old lady aboutn eighty-four allus had liked to draw pitchers. All the folks in the club wanted a pitcher once they seen them so she up an' showed 'em how to make pitchers fur themselves. That Woman up at their office give 'em some paints.

MRS. BROWN

D'you reckon That Woman up to our office'd help us folks to git together?

SETH SMITH

Well, I don't want to paint but I'd sure like to git the garden patch plowed.

LAYFE BROWN

Why say, if yuh want your garden plowed my boy Roy can do it.

MRS. BROWN

I 'spose there's lots o' things we could do fur each other, if we got started an' there was a regular way of meetin'. It wouldn't cost nothin' neither.

MRS. SMITH

What, fur instance?

MRS. BROWN

You an' me kin trade quilt blocks. You stitch right nice.

MRS. SMITH
(melting)

I'd like fur you to show me how to use that 'ere dried skim milk so's it wouldn't smell. Land, Seth carries on awful every time I open a package.

MRS. BROWN

Just mix it with plenty o' cocoa an' that covers it up so a body can hardly smell the difference. Layfe says he likes it, don't you Layfe?

LAYFE BROWN

Yes, Mother, what is it?

SETH SMITH

You don't reckon Roy could git Sat'day on that 'ere garden o' mine, do you?

LAYFE BROWN

Yes, I 'low he could; he's goin' to be at our house fer dinner. Mother, we'd better be gittin' along, it's put' near time for Roy now.

MRS. SMITH

I do declare! Well this visit's been plum revivin'. Now, you an' Layfe come over right soon.

LAYFE AND MRS. BROWN
(in chorus)

We sure will. An' you come over an' we'll talk some more an' git to doin' somethin' fur other old folks 'cuz we ain't so old as some.

Curtain

ON an April day, "in one of our dustiest dusters," says John M. Whitelaw of Lane County, Kansas, three county poor commissioners sat around a table at Scott City, Kan. and, with due apologies to Eugenia Schenk of San Francisco, "put together" Not So Old As Some. They were Julia Miller of Greeley County, Mary Belle Eberle of Scott County and Mr. Whitelaw. They had read Miss Schenk's article, One Kind of Security, [See *The Survey*, April 1936, page 106] and had grasped its idea of client participation. Four days later the three, with Edward Brander of Wichita County as a fourth, drove eighty miles "in another duster," to a meeting of the Northwest Association of Social Workers in Kansas, rehearsed en route, and presented Not So Old As Some to an enthusiastic audience of public welfare officials and social workers from some twenty Kansas counties.

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Miss Bailey Listens

By GERTRUDE SPRINGER

MISS BAILEY (in person) pushed up the window shade, sat up in her Pullman berth and gazed out on a world new to her experience. This was the South and she was pretty well pleased to find herself there. It had been a long hard winter at home and spring had been very far behind. She had welcomed an opportunity to escape from its lingering and had resolutely put down faint doubts as to whether a certain facility in putting words end to end in a magazine office qualified her for talking about social work under conditions quite outside her own experience. She knew that there is geography in social work as well as philosophy, and that practices and procedures that take root and flourish in one climate may wither and die in another. Her first glimpse of the new strange world of the South did not reassure her on the virtues of the neatly typed paper she was to give the next day.

But as the morning wore on she began to feel better about it. From the car window she saw a lot of things she was sure she could do something about—tumble-down shacks in bare dusty yards, dismal little one street villages without a lick of paint, a tree or a shrub. Busily her mind went to work—slapping on paint, mending broken steps, clearing up littered door-yards, planting vines and shrubs.

By the time she stepped off the train into bright spring sunshine she had decided that her paper might not be so bad after all. And over there was a palm tree and a hibiscus hedge in full flower.

Presently she found herself on a broad shady piazza with what she suspected was a mocking bird holding forth in a great overhanging tree. Behind her two girls were talking—swapping shop—and shamelessly she listened.

"The poor woman," said the girl in the white sweater, "all four of her children died within a week. Diphtheria. All over before we heard of it."

"No anti-toxin?" asked the one in blue.

"No, no anti-toxin," was the reply—calm, like that.

Miss Bailey couldn't take it. She knew that children do not have to die of diphtheria these days and she had to find out why these four did die. It was simple enough as the girl in the sweater told the story. The parents thought that God had put a visitation on them; they had never heard of anti-toxin, or of removing well children from infection even if there had been any place to which to remove them. The county doctor knew about anti-toxin of course, but he had been so terribly busy that week, he said, that by the time he got around to sending some place or other for it the children were dead. Only when the fourth pitiful funeral had straggled out to the burying-ground had the relief worker heard about it all.

"What would you have done, Miss Bailey?" asked the white-sweater girl.

All Miss Bailey's veneer of urban competence crumbled away, and she felt very humble before these two slips of girls who had done something about it—not about the four children who were dead, but about the other children of the community. They had camped on the doorstep of that lazy doctor and—oh, very politely of course but they believed effectively—made him thoroughly uncomfortable, if not a little scared; they had pricked through local inertia and brought about a real demand for the enforcement of quarantine regulations. Perhaps more children of that community will die of diphtheria but if they do the community will know enough to be ashamed, and that, submitted the girls, would be progress.

The circle of rocking chairs on the shady piazza extended itself, and there were other stories.

Here was a girl who had had great ideas about recreation projects for rural folk. She had been taught that one must never do what in Miss Bailey's trade is called "write down" to people, and she had been sure that a home-grown performance of a really good play—perhaps Shakespeare—would afford just the outlet the community needed. She giggled at herself when she told of her struggles to assemble a cast and to stir up interest.

And then one day, when she was ready to throw the whole thing out the window, a gangling youth whom she had picked for the role of Bottom came in fingering a harmonica and after a bit it dawned on her that what he and his friends wanted was not to perform in Midsummer Night's Dream but to have themselves a harmonica band. Then and there Shakespeare went into the discard and the gangling youth was promised that if he would produce the harmonica players the social worker would add whatever ingredient it takes to make a band.

The next morning the gangling youth and practically the entire youthful male population of the place were on the doorstep with harmonicas in action. And someway or other they did turn into a band and the source of continuing community entertainment and enlivenment.

ANOTHER girl matched that story with her own experience in trying to launch a chorus—a singing society—with such old standbys as Sewanee River and Long Long Trail and so on. It was terrible, she said, and the whole thing practically died on her. Then one day she heard her chorus singing when she wasn't supposed to be around; singing songs she'd never heard, their songs not hers, with a quality of enthusiasm she had never been able to arouse. They're singing yet, said the girl, and loving it, and the chorus takes in practically the whole community and is the core of a growing social life. "But believe me, they pick their own music and make their own plans. I'm just a door-opener for them."

Miss Bailey wondered if she would have learned so quickly that being a good social worker is sometimes nothing more than being a good door-opener.

When Miss Bailey pulled her rocking chair into a circle which, she gathered by eavesdropping, was on the home economics side, she felt a little firmer ground under her feet. She knew what it is to be poor, to make something of nothing, to build a decent way of living within an unpromising framework. She knew about the intangible as well as the practical values of neighborly cooperation as they work out in the kitchen and around the sewing machine.

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"Of course you have cooking clubs," she threw in blithely, "with the women gathering at each other's houses, making a social occasion of it."

"We-ell," allowed a girl in green, very politely, "we would if the distances weren't so great. You can't expect women to walk five or six miles to learn to cook grits when that's what they've been cooking all their lives. The houses aren't exactly suited for social occasions, either, and you can't have a cooking club with only one cooking pot."

Miss Bailey saw that that hadn't been such a good idea.

"But aren't there social occasions that are indigenous?" she queried. "I remember when I was a child on the ranch that butchering a beef was quite a neighborhood affair."

"Oh, of course we have hog killin' times," replied a tall girl perched on the piazza railing. "But the way things are now they are a little too social for the economics of the family whose hog is killed. People come from miles around to help with the performance, and by the time the traditional hospitality of hog killin' is discharged about all the family has left are the chittlin's."

Miss Bailey turned her thoughts resolutely from the picture of a family so hospitable that it was reduced to whatever "chittlin's" might be.

"But sewing rooms—" she suggested.

That wasn't so bright either. Sewing rooms, it seemed, could not flourish in the rural districts for the same reasons that defeated home cooking clubs. Once in a while a school or church could be used, but not often—"Politics, you know."

"Oh," said Miss Bailey, who didn't know.

TO BE sure there were sewing rooms in the towns, but they were unlike any Miss Bailey had ever known. Here were mothers of families who didn't know what a thimble was for; full-grown girls who didn't know how to hold a needle, and who didn't care. The success of the sewing rooms, Miss Bailey gathered, had been, not in the things that were made, but in the stirring of torpid imaginations to the fact that things could be made; in the growth of personality that comes from learning almost anything. The proudest boast of one sewing room was a woman who learned to write her own name—she learned to sew a little too—and thereby gained a self-respect that modified her whole attitude toward herself and her family.

Miss Bailey learned about cocoanut shells polished and made into bowls and buttons, of the fibre of cocoanut fronds woven into mats and hats, of the awakening of people to knowledge that around them was material which imagination and a little effort would transform for their daily use. She heard the story of the bunny bee in one sewing room, when, for a day just before Easter, the women made rabbits from the scraps in the waste boxes, fashioning the beasts according to their own ideas; of the laughter that rang out until a crowd, unaccustomed to the sound of women's laughter, gathered outside to see what it was all about; of the impromptu exhibit for the benefit of admiring husbands and neighbors and of the joy of children possessed of their first toy.

Most of all Miss Bailey learned what the learning to do something does for humble people to whom no one ever before troubled to teach anything at all, people to whom the simplest process of learning is a strange exciting new adventure. And as she turned all this over in her mind she began to see that getting paint on the houses and vines growing over the door were not so very important after all, and neither were patterns and programs.

All that mattered was people. She saw that the reliance and hope of social work effectiveness, perhaps as of everything else in life, must rest not on programs or formulas but on people, on the strengths of those who would give and of those who must take. She looked at the social workers around her, young they were and undefeated, taking their work seriously, themselves lightly, and tucked away for future reference the remark tossed in by the tall girl on the railing: "Why Miss Bailey, you can nearly always do something—maybe not very much, but something—about 'most everything if you just take 'em one at a time. It's when I try to do something about everything at once that I'm licked."

ONE by one the crowd on the piazza drifted away and Miss Bailey and the mocking bird had the long shadows on the grass to themselves. From whence, she wondered, came the sustained courage for the enormous personal effort that seemed necessary to get things done in this lovely land, to win against the forces of indifference, inertia and hopelessness bred of generations without hope. She realized the impatience that must beset social workers who must do everything in the hardest way without benefit of those community facilities and influences that she, in her city setting, had always taken for granted and that did not seem unreasonable to expect in the United States of America in the year 1936 A.D. She envied her new friends the poise and self-control that enabled them to keep on getting things done by indirect and devious methods when their whole urge was for directness. She marveled at the sensitivity that enabled them to seek out latent strengths in forlorn human beings and in elementary human relationships and to build on those strengths; marveled at the common sense that told them how to meet people where they found them, at the level of their life experience, and to go along from that point, not imposing a new pattern but serving as a door-opener to an extension and an enrichment of the old one. She marveled at the gallantry that can stand up and take it month after month, and at the wisdom that sees progress not by paint on houses but by the changing content in people's lives.

The mocking bird was still carrying on when Miss Bailey left the piazza and went up to her room. Out of her bag she took a sheaf of paper, her speech for the next day, with all the neat phrases that she had set down the week before, a thousand miles away. Firmly she tore it into strips and dropped it into the waste basket. She had come to this meeting to talk; perhaps, she feared, to pontificate a little. She would stay to listen and to learn. When her turn came to speak she would tell these frontiersmen of social work, what she thought of them. And this is it.

WELL over 30,000 of the four pamphlets, Miss Bailey Says . . . each including eight of the articles in this series, have been sold. Thirty cents each, the set of four for a dollar, postpaid of The Survey. Quantity rates on request.

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The Common Welfare

An Unquiet Front

BEHIND press reports of increasing "labor trouble" in Gadsden, Ala. and in Ohio lies the story of three-year-old difficulties in the "rubber towns" and of the "sit-down strikes" in Akron [see *The Survey*, March 1936, page 78]. Among the 30,000 to 35,000 men and women workers in the Akron rubber industry, a number of new cleavages have developed. There is growing friction between the United Rubber Workers, an industrial union, and the Industrial Assembly, viewed by AF of L affiliates as a "company union." Other groups have formed within the plants, many of them said to represent "loyal" employes who, "tired of strikes," want only uninterrupted employment. The unrest has spread to other occupations and there have been recent strikes of milk and coal wagon drivers, electricians, chemical workers, bakery workers, all involving demands for union recognition and wage adjustments. Among employers, Louis Stark, writing in the *New York Times*, reports "a growing sentiment for 'a showdown once for all,' so that union labor 'will know where it gets off.'" Organized labor is renewing its spring threats of a general strike, to be called in August or September when the plants taper off production.

Meanwhile, representatives of the rubber workers' union have gone on to Gadsden, where a branch plant of the Goodyear Tire and Rubber Company is located, announcing their decision to take part in a joint organization campaign in the steel, rubber and textile industries. City authorities have added 250 extra policemen to the regular force, and adopted stringent ordinances banning public meetings and permitting police to arrest without warrant.

"We Have Seen . . ."

SETTLEMENT workers from half the states in the union added a new center to the conference map last month when the National Federation of Settlements, president Helen Hall of New York, held its annual meeting at Norris, Tenn., and saw at firsthand the TVA, "this great social and economic laboratory."

The 252 delegates met in the Community Building at Norris, put up in the dormitories and cabins used by the construction force when the dam was building, heard TVA executives tell of different phases of the great enterprise, visited dams and reservoirs, schools and homes, community workshops and other centers of activity. At the end of three days, an experience no less than a meeting, they went on record: "We have seen for ourselves. We regard efforts to cripple and abandon this regional demonstration as out of joint with the spirit of American progress."

The resolutions of the Federation always constitute a significant document close in to the social scene. The Federation this year endorsed the Wagner-Ellenbogen Housing bill, favored the "carefully planned expansion" of the NYA, and the continuance of workers' education with federal funds, and "while not presuming to speak for any individual settlement . . . the right of parents to limit their families as they think best." They went on record as in favor of work relief "as the most original contribution made by America to the handling of unemployment," but stood out against the abandonment of federal aid to unemployment relief. The resolutions discussed, among other things, the Social Security Act, public works, public employment services, child labor, minimum wage laws, and, finally, "the huge appropriations for the Army and Navy at the present session of Congress . . . [as] out of line with any peaceful purpose . . . [and] out of joint with the talk of economy at a time when relief, health, housing and educational appropriations are cut to the bone."

The Homer Folks Hospital

NEW York Staters who know anything at all about their state's health must have joined, at least by proxy, in the general applause when the second of the state's new tuberculosis hospitals, at Oneonta, was named in honor of Homer Folks. As secretary of the State Charities Aid Association for the past forty-three years, a former president of the National Tuberculosis Association and of the National Conference of Social Work, a leading spirit in the State Health Commissions of 1913 and 1930, and vice-chairman of the Public Health Council since its organization, Mr. Folks has marshalled, led, prodded and cajoled the public opinion which has made possible much of the enlightened health and welfare legislation of his state during the past two generations. It is a happy sequence that the first of the hospitals should have been named for the late Dr. Herman M. Biggs, whose pioneer work in New York's public health Mr. Folks so ably seconded, and that Dr. Bigg's illustrious successor, Dr. Thomas Parran, now Surgeon General, should have been the one to propose Mr. Folks' name to Governor Lehman for this next hospital. Governor Lehman remarked that it was "a particular pleasure" to sign the bill which established the name. That recognition must be a pleasure also to those in the Empire State and out who appreciate the combination of professional and lay leadership and teamwork that has made for public health progress in New York.

Relief and the Bonus

WASHINGTON officials have kept hands off and have left to local authorities the business of determining to what extent, if at all, the bonus windfall shall effect the relief status or WPA employment of veterans. The only word on the subject from Washington is in the instructions issued by Harry L. Hopkins on procedures under the new appropriation Act [see page 208] in which he authorizes state WPA administrators "to determine the actual need of employment of veterans without consideration of the payment of compensation certificates."

There is not as yet much information on state and local policies, but such as there is indicates a liberal attitude toward the "actual need" of each man rather than a general dumping of veterans off relief on receipt of the bonus, regardless of their individual circumstances and obligations.

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In Michigan a ruling by the State Welfare Relief Commission that not less than 50 percent of the bonus should be used for subsistence was softened later by the assurance that: "It is not a part of the Commission's policy that all recipients . . . are automatically separated from the relief rolls upon the receipt of the cash payment. Such separation is to take place only after a thorough conference and understanding."

In Illinois the ERC has ruled that each case be treated individually, "having in mind that the broadest degree of consideration be given to the veteran before judgment is rendered that he shall lose his relief status." In particular "liberal consideration" is given the veteran who holds his bonds intact against future emergencies; who cashes them, all or in part, for expenditure "essential to a decent standard of living," or who invests his cash in "a conservative, business-like program for rendering himself and family independent and self-supporting."

In Pennsylvania the Legislature passed a bill ratifying the decision of the SERA that veterans should not be removed from relief on account of the bonus.

In New York, the state TERA ruled that as a matter of policy the bonus should be considered like "any other resource" and an adjustment in relief allowances made accordingly. However, "The Administration will consider that adjustment has been made . . . if a reasonable application of the bonus is made toward self-support." Thus the definition of "reasonable" and the extent of the "adjustment" is left to local relief officials, with the TERA having the last word in that it puts up 40 percent of relief funds and may refuse to reimburse local units should their adjustments seem excessively "reasonable."

Speaking Regionally

A PERMANENT body to coordinate research activities in the South and lay out programs of action based on inquiries into regional problems was the outcome of the first Institute of Regional Development, held at Chapel Hill, N. C. last month. At its final session, the Institute, made up of sociologists, economists and other experts from all parts of the country, unanimously adopted the joint report of two of its "working committees," recommending a permanent committee of six, headed by Howard W. Odum. The committee may add to its own membership "as many persons as it may deem advisable." Dr. Odum, founder of the Institute of Social Science at the University of North Carolina, and director of a significant social-economic "inventory" of the eleven southern states, organized the regional Institute as a step toward giving practical effect to the survey material. The Institute addresses and discussions developed the underlying theme of the study: a regional regrouping of the country along lines of natural units, rather than arbitrary political boundaries. "This does not mean that state lines are likely to disappear," the joint committee report pointed out, "It may indicate a redefinition of functions and relations of state units in governmental activities."

The Institute turned over to the new permanent committee various subjects for continuing investigation, and for "planning and action." Among them are "a unified attack on the problem of farm tenancy," including division of risk as between owner and tenant; large scale vs. small unit production; remuneration to tenants for durable improvements; credit facilities for tenant farmers. A regional analysis of wholesale markets for southern fruits and vegetables was suggested. The committee was also urged to cooperate in stimulating and "timing" research into regional problems by land-grant and other colleges and universities. The permanent body is to call conferences to consider its reports, bringing together "all interests, academic, institutional, business, political or otherwise which might be concerned with its findings."

Credit Unions

INCREASE in credit unions as "the fastest growing cooperative organization in the country" is shown in a summary of their first two years under federal charter. C. R. Orchard, director of the credit union section of the Farm Credit Administration, reports that on June 26, the second anniversary of the passage of the Act chartering credit unions, there were twelve hundred such organizations with an estimated membership of 205,000. The share balance of these "thrift and loan cooperatives," Mr. Orchard's summary shows, is close to $4,500,000, with outstanding loans to members totalling about $1 million less than that sum. From the time the first union was chartered by the Farm Credit Administration up to the latest computation 81,918 loans had been made, to the amount of $5,258,000.

About one hundred new credit unions are being chartered monthly; similar groups of neighbors and fellow workers are being formed at about the same rate under state banking departments. State and federally chartered credit unions in this country now number five thousand, the majority in industrial communities. From the manufacturing areas of large cities and small factory towns, the plan is reported spreading to department stores, fraternal organizations and farmers' associations. Most of the loans made to members average $50 each, without collateral requirements. By means of them, the report states: "Many a small salaried employe who has been swamped by high interest rates and excessive charges is being rehabilitated by the amortized loans at low interest rates which he can secure from his credit union."

THE editorial committee of the National Conference of Social Work, chairman Paul L. Benjamin, Buffalo, by unanimous decision voted the Pugsley award for 1936 to Paul Kellogg, editor of *The Survey* and *Survey Graphic* for his paper, Employment Planning, given at the Atlantic City meeting at the final session of the Committee on the Current Relief Situation. The award, $250, was for the conference paper "adjudged to have made the most important contribution to the subject matter of social work." Mr. Kellogg's paper will be published in the August issue of *Survey Graphic*.

ONE of the last acts of the Senate before the adjournment of Congress was to pass a resolution directing the Secretary of Labor "to study, survey and investigate the social and economic needs of laborers migrating across state lines" and to "report to the Senate with recommendations for legislation." Thus, it seems, the problem of the transient is in a way to be studied and possibly treated not as relief but as labor, which is precisely what the recent studies of the FERA and of the National Committee on Care of Transient and Homeless have indicated it to be.

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The Social Front

With the WPA

IN late June close on the heels of the Congressional appropriation of $1,424,000,000 for WPA came, by way of Harry L. Hopkins, administrator, various rulings on policy changes required by the terms of the Act. The Act itself strikes at a bone of contention under the "old" WPA, by establishing "the need of relief" as requisite to WPA employment. Thus the fact of having been on relief rolls prior to November 1, 1935 is no longer a determinant of eligibility for WPA employment. It is assumed that an applicant for a job must be in the same "need of relief" as if he were applying for relief, but Mr. Hopkins' order does not state specifically that he must go through the mill. Henceforth it will be up to local officials, not connected with WPA, to define "the need for relief" as a determinant in certification for WPA employment. The new system puts increased responsibility on such officials but permits greater elasticity in the use of WPA employment to meet local conditions. To check any local tendency to "dump" all the relief load into WPA, each state, it is said unofficially, will be informed just how much WPA money it will have and how many jobs that money will finance. The selection of people "in need of relief" for the available jobs is wholly a local responsibility.

The requirement in the new appropriation Act for prevailing rates of pay sent the WPA staff in Washington scurrying through some eight thousand different labor classifications listed by the Department of Labor. However, the determination of prevailing rates will be made by state and local WPAs and not by Washington. The "security wage" will be maintained but the hours of work shortened. An enormous shift in administration and accounting methods is involved.

In relation to aliens on WPA rolls the Act says: "The President shall cause to be made a survey of the lists of employable persons for work in continental United States, provided for in the appropriation made available in this Act, and shall not knowingly permit to remain upon said lists any alien who is illegally within the limits of the United States or who has not prior to the date of the approval of this Act filed a declaration of intention to become a citizen of the United States, and whenever such a person has been employed he shall be dismissed."

Mr. Hopkins' ruling on this point is as follows: "The state Works Progress Administrators shall not knowingly employ on Works Progress Administration projects aliens illegally within the limits of the continental United States, and shall make every reasonable effort consistent with prompt employment of the destitute unemployed to see that such aliens are not employed, and that if employed and their status as such alien is disclosed they shall thereupon be discharged."

Play Projects—A large and impressive exhibit of the work done in New York by the Recreation Unit of the WPA was held in late May in connection with the Women's National Exposition of Arts and Industries. Nine projects in which various municipal bodies cooperate, were shown in miniature or by sample. Notable were: a play street, fifty feet long, with children carrying on games; a day camp with children busy at outdoor activities; a pre-school group and a toyery; demonstrations of settlement house group programs—singing, folk dancing and the like; and a reduced scale showing of the process of making, costuming and operating puppets and marionettes. The program of the Recreation Unit of the WPA reaches more than two million New York children and affords employment to some 2600 persons.

Relations With Workers—A general order from Administrator Hopkins in mid-May rules that: "It is the responsibility of the WPA to maintain fair and friendly relations with the workers. Discriminatory practices that may operate to work hardship on unemployed persons because of their beliefs, organizational activities, or affiliations will not be permitted. Where investigations are required, such matters will be handled by the Division of Investigation of the federal WPA. Funds shall not be used for the employment of armed guards; when protection is necessary . . . it should be secured from the regular police force in the locality."

Publications—Recently released by the WPA Division of Social Research, Howard B. Myers, director, are: Intercity Differences in the Cost of Living (Series I, No. 20) by Margaret Loomis Stecker, a preliminary summary of the most important findings of the survey conducted in 1935 in fifty-nine cities. . . . Digest of Poor Relief Laws by Robert C. Lowe and staff, Legal Research Section. An analysis of the laws, as of May 1, 1936, upon which the states must fall back as their provisions for emergency relief are discontinued. . . . Analysis of Current State and Local Funds Specifically Assigned to Various Welfare Activities, also by Mr. Lowe and staff. A series of tables showing how state legislatures were attempting, as of March 16, to finance six welfare activities—poor relief, old age and blind assistance, aid to dependent children in their homes, dependent and neglected children cared for by institutions and agencies, and soldiers' and sailors' relief. . . . Migrant Families (Research Bulletin TR 11) second of two sections, the first published in January (TR 10). This section deals with the age, sex, color, nativity and marital condition of a representative sample of migrant family groups.

Security

THE day Alex McLennan, 65, received his first state old age pension check he quit his job as laborer on a WPA project near Spokane, Wash., according to *The Coordinator*, official publication of the state department of public welfare. "I can get along on what the state gives me," Mr. McLennan explained to WPA officials when he walked into their office to quit. "I thought I'd let some younger fellow with a family have my job. . . . I'm better off out of circulation."

Legislation—Governor Olin C. Johnston of South Carolina last month signed that state's unemployment compensation law, effective July first. The measure is of the pooled fund type, with contributions at the rate of 1.8 percent of payroll for 1936 and 1937, 2.7 percent to July 1, 1941. After that, a merit rating system goes into effect, with rate of contribution based on employment record. Employes do not contribute. The law will be administered by an unemployment compensation commission. . . . The joint legislative committee, named at the last regular session of the West Virginia legislature to study the federal social security program has reported, recommending a plan whereby the state may participate. Unemployment compensation is not included. If enacted, it means the abolition of the present state relief department, passing back to the counties responsibility for the destitute. Counties unable to bear this burden may obtain aid from the

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state. . . . A commission representing twenty-six states to work out a cooperative social security legislative program was authorized by the general assembly of commissioners on interstate cooperation, meeting in Chicago. The commission was created to solve problems of payroll taxation, public assistance and unemployment insurance "raised by the federal social security legislation . . . and requiring joint action by the states." States covered by this action are: Colorado, Florida, Indiana, Kentucky, Mississippi, Nebraska, New Hampshire, New Jersey, New York, North Carolina, Ohio, Pennsylvania, South Carolina, Virginia, Maryland, Arizona, Arkansas, Georgia, Idaho, New Mexico, Oregon, Tennessee, Texas, Washington, West Virginia, Wyoming. . . . Governor Leche of Louisiana issued a proclamation last month authorizing the present state relief organization to cooperate with the federal government's social security program, so that the benefits of the program may become immediately available. It is held that this will put the cooperating state program into effect, without waiting for the November election when voters are expected to approve a constitutional amendment giving the state authority to levy taxes to finance the program.

Administration—Permanent personnel of the Social Security Board now numbers 550, and has been recruited, with the exception of attorneys and experts, from Civil Service registers. The Act permits the appointment of attorneys and experts without regard to Civil Service. . . . The Board is working out plans for a listing of some 26 million workers who will come under the old age benefit system, which becomes effective January 1, 1937. More than 4000 temporary field workers probably will be used. . . . The Colorado Civil Service Commission has ordered salary cuts for state social security administrators, declaring, "Social security funds should be spent for the benefit of the aged, the blind and other recipients of aid, and not for high salaries to administrative officers." Three officials were cut $600.

Pennsylvania's Blind—A survey of the blind throughout the state is being made by the Bureau of Research and Statistics of the State Department of Welfare. It is indicated that one out of 1131 persons over twenty-one years of age in the City of Philadelphia is either blind or partially blind. More than 11,000 persons over twenty-one years of age have applied for aid under provisions for the blind made by the state-federal social security program.

Child Cripples—The Crippled Children's Society is making a survey of the child cripples of the District of Columbia. The study will cover the medical, educational, recreational and vocational needs of the children. When completed, the study will be put at the disposal of the Board of Welfare's newly created division for the care of crippled children. . . . To June 1, Texas had aided more than 1100 crippled children in the operation of this part of its social security program. Aid included hospitalization, medical and surgical attention, braces. It is reported that the work of this division under the Texas Department of Vocational Education is so organized that no crippled child entitled to aid need wait more than forty-eight hours before receiving attention.

Old Age Benefits—Twenty-three county almshouses in Alabama have been closed and their tenants moved in with relatives or placed in foster homes since the state's social security program began to function . . . California's monthly old age assistance payments were increased to a minimum of $35 when a two-day session of the legislature appropriated $2,500,000 for old age purposes and relief. The former old age assistance act provided a minimum monthly payment of $20. . . . An amendment to the old age security law adopted at the same session of the California legislature makes women eligible to old age assistance. Women were heretofore barred by a special clause in the law.

Report and Record—Security or the Dole? is the latest pamphlet in the series published by the Public Affairs Committee. (Price 10 cents, direct from the Committee, National Press Building, Washington.) It was prepared by Maxwell S. Stewart, in cooperation with the staff of the Committee on Social Security of the Social Science Research Council. . . . The development of the Social Security Act is followed in a careful reading list issued by the Industrial Relations Section, Department of Economics, Princeton University. It includes public documents and general magazine articles. A more comprehensive bibliography on social insurance is in preparation. . . . The Tax Policy League (309 East 34 Street, New York) publishes The Townsend Plan Analyzed, presenting "the chief reasons why the Townsend Plan is impracticable." The League favors liberal old age pension plans.

Among the States

ON July first, Illinois began relief operations under new procedures set up by the Legislature. Complete responsibility for administration is vested in township supervisors in counties where township organization exists, in boards of commissioners in counties without township organization, and in the City of Chicago for Cook County. The Illinois ERC is responsible for determining and certifying the needs of the local units to the state auditor. Funds are available from proceeds of the Retailers' Occupational Tax to the amount of $2 million a month, substantially less than amounts hitherto available. These funds may not be used for anything but relief; salaries and all other administrative expenses must be met by local taxes, which must also supply funds for relief purposes. State funds will not be allocated unless the local unit has made a tax levy for relief in the amount of 30 cents per hundred dollars assessed property valuation.

What Price Records—With the liquidation of state emergency relief organizations, accumulation of case records, monumental in some places, becomes a problem. The Texas Relief Commission is making an effort to have the county welfare agencies take them over, but there are counties which "object" to this; partly, it seems, because they must usually provide their own equipment for filing and storing. It seems not unlikely that when the Commission winds up its work it will still hold a substantial "bag" of "confidential" records but with no place to put them. . . . The Illinois ERC must, under the law, retain possession of all its case records, but it hopes to devise a plan by which they may be made available for consultation by local relief officials. Meantime it offers to supply each local official responsible for relief, under the procedure instituted July 1, with a copy of essential records—application form and budget form—for each case transferred to his jurisdiction. Acceptance and use of such records is optional with the official.

Definitions—The California SRA has made a new effort to define "employable persons eligible for aid from the state relief administration." It takes only a phrase to define an employable—"able-bodied and mentally fit"—but when it comes to "non-employables . . . those suffering from physical or mental handicap or disability," it takes two pages to list the exceptions, and the "special classes." These last are two: active drug addicts registered with the State Narcotic Division, and the "habitually intemperate as determined by their social history which may include employment and arrest records and medical or psychiatric examination."

The SRA applied its new definitions to all new applicants beginning in mid-May and began to comb through the relief rolls to remove "as speedily as possible" persons who did not qualify

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under them. It made the proviso, however, that "due consideration be given to the client so that we do not force people off the rolls without some provision being made for them."

Word to the Wise—An eagle-eyed auditor in Michigan has discovered that the new passenger fare rates make railroad travel for ERA employes substantially less expensive than the use of their own automobiles on a mileage allowance. As a result William Haber, state administrator, has "suggested" to all state and local employes that their "cooperation" in meeting the "suggestion" of the auditor general's department would be highly appreciated.

Reorganized—County relief commissions in Michigan are being reorganized "to make possible a greater degree of participation by local governmental officials in the administration of relief." They will henceforth be made up of the chairman of the outgoing county ERC except when he is a county official, the chairman of the county board of supervisors or a supervisor named by him, and a third member recommended by the county board for appointment by the state ERC. There are no changes in the personnel, policies or functions of the state body.

Research and Report—Review of Activities of the State Relief Administration of California, 1933-1935. An illustrated official report of 333 pages. . . . Case Load Composition, a study made for the SRA of California by its Division of Special Studies and Surveys, M. H. Lewis, director, for the purpose of determining "the border line cases of unemployables on relief and those entitled to compensation under the Old Age Security Act."

With Rural Relief in Colorado, February-November 1935, by Olaf F. Larson. First bulletin under a cooperative plan of rural research, Colorado State Agricultural Experiment Station, Fort Collins, Colo., and the federal WPA.

Personnel Administration of the Illinois Emergency Relief Administration, Leo M. Lyons, executive secretary. A collection of all the documents relating to personnel qualifications and practices by which a merit system was maintained under emergency conditions.

Supplementary Relief in New Jersey, a study made for the New Jersey ERA by its Research Division, Douglas H. MacNeil, manager. An exhaustive analysis of local facts with interpretation of national significance. . . . Children in Need, the fifth section of a survey of ten thousand families on relief in New Jersey, made by the late lamented ERA. This section covers children under sixteen, "with respect to their schooling, family circumstances and probability of support by their own families or by public funds."

Relief

WHEN a windfall in the form of of a huge inheritance tax payment enabled the New Jersey legislature to appropriate $6 million for relief without stepping on taxpayers' toes, it promptly dropped any further consideration of relief organization or financing and adjourned *sine die*. Relief thus remains in the hands of the overseers of the poor where it was flung two months ago, with such allocations from the $6 million as the governor and his newly formed relief committee may make. Meantime Harry L. Hopkins has released a preliminary report of a study of conditions in New Jersey after relief stopped, a study similiar to those WPA has made in other communities. The investigators found the situation confused and unequal. In some few communities standards of relief were fairly maintained; in others drastic cuts in the relief rolls and in standards had resulted in "starvation and disease stalking through many a dilapidated home." Investigators found that the deliberate "treat 'em rough" policy adopted in some places went so far as to require the client's statement, "I have declared myself a pauper," written on grocery orders. They found slight evidence of "chiseling," but a great deal of evidence that seasonal employment is enabling many people to remove themselves from the relief rolls. The general implication of the study seems to be that without state aid and leadership, backward communities drop at once to a level of poor relief below any civilized standard.

Check and Recheck—With relief funds dwindling and a considerable wing of public opinion increasingly critical of continued high expenditures, many local administrations are struggling to find a painless way to reduce the relief rolls. In New York City the ERB has undertaken a reexamination by a special corps of supervisors of all the 203,384 cases on home relief in June. This is not, says Charlotte E. Carr, executive director, "to reduce the rolls by the use of hair-splitting legal technicalities," but to make a comprehensive "social audit" of the case load. "Where errors are found, or evidence of need is not and cannot be established, cases will be closed."

The Connecticut ERC has directed an immediate review of all relief cases, in the belief that under the present seasonal and industrial conditions certain cases could be closed or their allowances reduced. The Commission has also ruled that relief supplementing inadequate earned budgets must be given on an emergency basis.

Not all efforts to recheck lists work out. Illinois, for example, thought to check by closing all cases of families with an employable member and only reopening when that member presented three statements, signed by local employers, that he had applied for a job. The net result of that idea was a loud protest from employers who were so besieged by applicants that merely signing the statements swamped their employment offices. The latest Illinois regulation requires that an applicant make an affidavit that he unsuccessfully sought work from three potential employers, whose names he is willing to give.

St. Louis, which has been one of the hot spots of relief for months past, qualified its appropriation, which brought available funds up to $923,000 for four months, by limiting relief to "registered voters, taxpayers or former taxpayers." How this means of checking will dispose of women who have never troubled to vote, or young people not of voting age, is not clear. Meantime the American Workers' Union, an organization of the unemployed, and the newly formed Committee of One Hundred, chairman Dean Sidney E. Sweet of Christ Church Cathedral, are vigorously protesting the inadequacy of available funds and challenging public inertia.

Overhead—In an effort to discover where it stood in relation to other cities in the cost of administering relief, the Boston Department of Public Welfare collected figures from the relief organizations in nine different cities where comparisons were reasonably fair, if not a hundred percent accurate, statistically speaking. It found that against the Boston ratio of 7.8 for administrative costs to total costs, the other cities were as follows: Baltimore 11.9, Cook County (Chicago) 8.7, Cuyahoga County (Cleveland) 9.4, District of Columbia 15.5, Hartford 11.4, New Haven 11.2, New York ERB 16.4, Philadelphia 7.4, St. Louis 10.1.

In New York—An occupational survey of the adult relief population of New York City as of May 1 shows that nearly 75 percent of the 214,257 adults then receiving relief were able-bodied and employable. Of the 53,993 classified as unemployable, 28,148 men and 17,296 women were permanently disabled, and 8549 women were unable to work because of small children in the home. . . . To encourage its clients to snap up any job offered, however temporary, the

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ERB has formally reminded them of its policy of quick reinstatement on relief rolls when jobs end and help is still needed. Not more than forty-eight hours delay is the promise. Between February 21 and June 1 a total of 6795 workers dropped by WPA returned to relief, thus swelling the city's relief budget by some $231,400 a month.

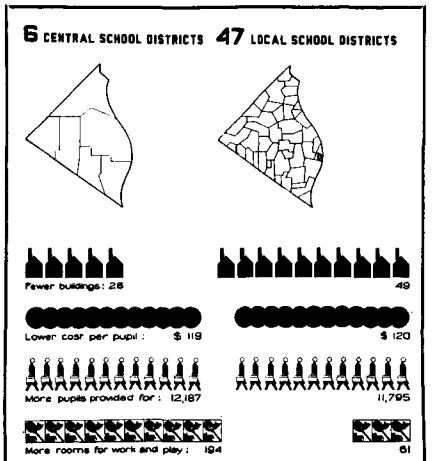
Youth

THE University of North Carolina gave youth a chance to speak for itself at graduation, when the commencement speaker, John W. Studebaker, U. S. Commissioner of Education, led a discussion instead of making an address. Dr. Studebaker said, "What I think is not half so important as what these young people think. They are the leading characters in today's scene. . . . The question posed for the discussion is 'Where do we commence?'" The panel of five seniors, chosen by the faculty in consultation with student groups, represented varying points of view. The representatives of the 425 members of the graduating class devoted part of the discussion time to objectives, and part to an exchange of views as to how these objectives might be attained.

After Highschool—What has happened to 5010 boys and girls who graduated from Denver highschools in 1929, 1933 and 1934 was the subject of a recent study by the Bureau of Business and Social Research of the University of Denver, continuing two earlier follow-up studies. The purpose of the surveys was to gather data useful to curriculum makers, and to educational and vocational counsellors. The survey shows that about 40 percent of the group entered college, with a drop from 57 percent in 1929 to 34 percent in 1934. Two fifths (2001) of the total were employed at the time of the study, the largest group of these (nearly 14 percent) as "general office help"; 10 percent as salesmen, 9 percent as stenographers. Of the 3009 reported unemployed, 1140 were seeking jobs.

Replies on reading habits showed that most of the highschool graduates regularly read a newspaper; that one out of two had read a book within the three months previous to the interview; that one out of four was reading a book at the time. Three out of four read one or more magazines regularly.

Study of Youth—The American Youth Commission in the next year will make an intensive study of the needs and status of youth and service provided to meet those needs in one state (Maryland), in several cities of varying size, and also in typical rural counties. . . . Youth Faces the World, the current issue of *Building America* (425 West 123 Street, New York) in pictures and text discusses youth's problems of education, employment, leisure, crime, peace, organization.



The advantage to children and taxpayers of reorganizing old-fashioned school districts into modern administrative units, is shown by the school building survey of Rockland County, N. Y., recently made by the U. S. Office of Education at the request of the vocational education and extension board of the county. School Life for May carries a summary of the study, which is of wide significance

Girls Adrift—Broken homes are responsible for most of the troubles of young girls who turn to the Church Mission of Help, according to the annual report of that social agency of the Episcopal Church which does non-sectarian case work among young women sixteen to twenty-five years of age. Of the cases handled last year, 71 percent came from broken homes. Problems submitted to the agency by the girls included material need and also emotional difficulties which had resulted in some instances in broken health, in others in anti-social behavior. Half the girls given care were under twenty years old.

Ohio Advises—A student-faculty enterprise at Ohio State University which, since it was instituted ten years ago, has supplied vocational information each year to women students is described in a "progress report" from the office of Dean Grace S. M. Zorbaugh. A Vocational Information Conference Committee, made up of fifty-five students, faculty members and administrative officers, meets weekly through the fall, monthly the rest of the college year. Its program includes a mass meeting in November "designed to arouse vocation-choice consciousness among students." This is followed by a series of group conferences on specific occupational fields. There were sixty such conferences in 1935-6, including architecture, bacteriology, dentistry, dramatics, education, public service, law, modern languages, pharmacy, and so on. Conference leadership was secured from the university staff, business and professional people in the community, and public officials of the city and state.

A bibliography of books and magazine articles on occupational opportunities for women is prepared each year, and is available to the students in mimeographed form.

Campus Issues

IN the tension and disorder that marked the close of the New York Legislature a resolution was passed calling for a broad legislative inquiry into communism in the public schools. The originally proposed appropriation of $150,000 was cut to $15,000, to finance a committee of inquiry made up of three state senators and three assemblymen. The resolution was introduced by Senator McNaboe, Tammany Democrat.

City College—The Board of Higher Education of New York City by a fourteen to seven vote upheld the fitness of Frederick B. Robinson to continue as head of City College. After adopting a resolution to that effect at a meeting last month, the Board voted to appoint a subcommittee to inquire further into the administration of the college, where there have been frequent clashes between students and college authorities, and charges that academic freedom is curtailed. [See *The Survey*, March 1936, page 79.]

Freedom to Teach—In a national poll, the Institute of Public Opinion recently asked, "Should schools teach the facts about communism, fascism and socialism?" Of the replies, 62 percent voted "yes," 38 percent "no." In a supplementary poll, the Institute asked, "Should college teachers be free to express their views on all subjects including government and religion?" To this, 59 percent answered "yes," 41 percent "no." . . . Restrictions on freedom of teaching in schools and colleges since the War are summarized in The Gag on Teaching, recently published by the American Civil Liberties Union. (Price 10 cents, direct from the Union, 31 Union Square West, New York.)

Missouri—Attorneys for the University of Missouri have made public their answer to a suit brought by Lloyd Gaines, a young St. Louis Negro who seeks admission to the School of Law of the University. The return sets forth

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that admission of Mr. Gaines to the university would violate both the law and policy of the state, which makes separate educational provisions for whites and Negroes. For many years the Legislature has provided funds to the curators of Lincoln University (a Negro institution, which has no law school) to pay fees of Negroes desiring to study subjects not taught at Lincoln, in order that they might attend institutions of equal rank where the courses are available and where Negroes are admitted. In the last two years, Missouri has spent about $20,000 for this purpose.

Against Crime

A REPORT on the social and mental characteristics of offenders brought before New York's Court of General Sessions has been made for the Psychiatric Division by Dr. Walter Bromberg and Dr. Charles B. Thompson, attached to the Court's psychiatric clinic. Less than one percent of the "ordinary" criminals whom they examined were found to be "definitely insane." Their findings, together with diagnoses made by the Lunacy Commission and records of Bellevue Hospital combine to show an average of only 1.55 percent of psychotics among persons convicted of felonies in the General Sessions Court. A considerably larger number were found to be emotionally unstable, or to have "fixed abnormalities of personality make-up." The largest classification was the "agressively antisocial type," and the next the "immature adolescent."

With the Courts—The 1935 law, by which the New Jersey Legislature provided that children under sixteen should be exempt from prosecution for statutory crime in any but juvenile courts, has been held unconstitutional in a local court. The case in which the ruling was made probably will be appealed as laws believed to be similar have been held constitutional in twenty or more states.

The Church Mission of Help of the Diocese of Pennsylvania, working with the Philadelphia Bar Association, has achieved a new procedure, believed to be unique, to make possible private court hearings in fornication and bastardy cases. A private waiting room is provided and only the judge, jury, and the parties and witnesses concerned are admitted to the court room.

Ambitious Plan—The Juvenile Aid Bureau of the New York Police Department, successor to the Crime Prevention Bureau, is proposing a large scale plan for "bringing club facilities and a recreational program to two million New York boys and girls who now lack them." Byrnes MacDonald, youthful director of the Bureau, hopes to enlist the cooperation of five thousand young men on the police eligible list, in organizing boys into a Junior Police Force which will "get together every night for recreation." Cornerstones of the program are neighborhood councils cooperating with the police in closing resorts unhealthy to youth; full utilization of all existing facilities and a nonpartisan board to coordinate all youth activities of city departments.

Reemployment Program—In expanding its activities in behalf of prisoners, the Osborne Association has added to its staff Viola Ilma, who directed the first Youth Congress and is editor of the *Voice of Youth*. Miss Ilma will help in the rehabilitation and especially with the reemployment of young offenders after their release from institutions.

In Print—The annual report of the U. S. Probation and Parole Service in the eastern district of Missouri presents a strong case for community cooperation in its problems. (From Milton Weiffenbach, chief probation officer, U. S. District Court, Federal Building, St. Louis, Mo.) . . . The February and March *News Letters* compiled by Joel R. Moore, Supervisor of Probation, Department of Justice, Washington, D. C., trace the significance and historical development of probation's place in criminal justice.

Institutional Treatment of Delinquent Boys, Part II, by Katharine F. Lenroot, chief of the U. S. Children's Bureau, on which she based a recent article in *The Survey* [May 1936, page 139] is now released for distribution. (Publication 230. On request from the Children's Bureau, U. S. Department of Labor, Washington, D. C.) . . . An annotated bibliography on juvenile delinquency has been prepared, in mimeographed form, for the U. S. Attorney General's Advisory Committee on Crime, Justin Miller, chairman, by Caroline Shurtleff, of the public library, Washington, D. C., Helen Fuller, for the Committee and Edgar M. Gerlach, of the Federal Bureau of Prisons.

Merit Systems—By order of its governor, Michigan has installed a merit system for the selection of future prison employes and a training program for guards and has provided for the dismissal of incompetents "regardless of political connections." . . . A step towards arousing public interest in improving probation personnel in the adult courts was taken by the board of the Connecticut Prison Association when it passed a resolution favoring statutory requirement that adult probation officers be appointed only from an eligible list certified by the Association. "The success or failure of probation depends in large measure on the type of probation officers who are available or who may be appointed if available," said F. C. Walcott, the State's Commissioner of Welfare.

Work and Workers

ON behalf of the United States government, the American delegation presented resolutions to the International Labor Conference now meeting in Geneva, asking: that the International Labor Organization investigate technological unemployment and indicate national and international measures for social security; that the Conference act to safeguard workers' freedom of association; that the ILO renew its silicosis inquiry. The American delegates are John G. Winant, head of the Social Security Board; Frieda Miller, director of the New York State Division of Women in Industry; Emile Rieve, president of the Federation of Hosiery Workers; Marion Folsam, treasurer of the Eastman Kodak Company.

Minimum Wage—After a series of conferences following the U. S. Supreme Court decision throwing out the New York Minimum Wage Law, thirty-seven of the leading laundry owners in New York City announced that they will continue to fulfill the provisions of the wage order for their industry. This group of laundries employs about 10,000 persons and claims 75 percent of the retail laundry business of the city. [See *Survey Graphic*, July 1936, page 412.] . . . Attorney General John J. Bennett of New York announces that he will petition the U.S. Supreme Court for a rehearing of the Minimum Wage Law case. Lawyers have called attention to the passage in the majority opinion of the Court in which Justice Butler pointed out that the arguments in favor of the Law attempted to distinguish it from the District of Columbia Law, held unconstitutional in the Adkins case: "No application has been made for a reconsideration of the constitutional question there decided." These lawyers urge that New York ask specifically for a review of the Adkins case on which the Court depended in throwing out the New York Law. At a meeting of representatives of twelve states having minimum wage laws for women, called by the Secretary of Labor in Washington last month, the conferees decided to cooperate with New York State in any effort made to obtain a rehearing. . . . While the Connecticut law, passed in 1933, is not technically affected by the decision, State Labor Department officials hold that "The recent decision of the Supreme Court . . . means that there can be no compulsory legal regulation

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of wages for the present." Plans to extend the compulsory sections of the law to a number of women-employing industries in Connecticut—laundries, cleaning and dyeing, undergarment factories, and so on—have been abandoned.

Formation of a committee of lawyers to cooperate with labor and other organizations in redrafting the New York Minimum Wage Law is urged by Prof. Herman A. Gray, chairman of the New York Unemployment Insurance Advisory Council, and by Albert Wald, former state senator, who introduced the Minimum Wage Law in the legislature. . . . The National Consumers' League (156 Fifth Avenue, New York) announces the organization of a committee to study possible methods of securing a measure of public control over hours, wages and other working conditions. The League will call a conference of representatives of a number of interested organizations in the fall to consider the committee's report and to work out a program of action.

Elmer F. Andrews, New York State Industrial Commissioner, speaking before the State Hotel Association, asked the hotel men to comply voluntarily with the provisions of the Minimum Wage Law. A wage standard for the hotel and restaurant industries had been established but had not been made operative before the Law was held invalid. Commissioner Andrews also stated that the State Labor Department would make studies of wages and working conditions of women employed in beauty parlors, candy factories and needle trades, with a view to establishing fair minimum wage standards in those industries and seeking voluntary compliance. The New York State Hotel Association took the lead in raising a fund to fight the question of the Law's constitutionality through the courts. A State Labor Department study recently showed that 74.1 percent of the women employed by hotels and restaurants in New York City earn less than $13, the minimum set by the National Industrial Conference Board on which a single woman living alone in New York City could maintain "a fair American standard of living."

Steel Union—A campaign for organizing steel workers in one great industrial union instead of along craft lines was launched last month. [See *Survey Graphic,* February 1936, page 71.] An agreement was signed by representatives of the Amalgamated Association of Iron, Steel and Tin Workers by which that organization affiliated itself with the Committee for Industrial Organization, and accepted the Committee's program for an immediate $500,000 organization drive. John L. Lewis, head of the United Mine Workers, is chairman of the Committee, made up of representatives of nine national unions. Under the agreement, a Steel Workers Organizing Committee is to be appointed by Mr. Lewis, with two members representing the Amalgamated.

Record and Report—Spencer Miller, Jr., is editor of What the International Labor Organization Means to America, a symposium growing out of the round table on the subject which he conducted at the Institute of Public Affairs at the University of Virginia last summer. (Price $1.50 from the Columbia University Press.) . . . The Textile Primer, by Harold O. Hatcher is offered by the Council for Social Action, a church group, as "a case study of competitive industry." (Price 10 cents from The Council, 287 Fourth Avenue, New York. Quantity rates). . . . The setup and program of the educational camps for unemployed women under FERA is described in a very interesting illustrated report by the Administration (1734 New York Avenue, N. W., Washington,) published in May, covering the 1934 and 1935 seasons. . . . In a new pamphlet, published by the Christian Social Justice Fund, A. J. Muste pictures the automobile industry and details the efforts to organize its workers. (The Automobile Industry and Organized Labor. Price 15 cents from the Fund, 513 Park Avenue, Baltimore.)

Traffic Safety

MILE for mile of travel, American motorists had fewer accidents in 1935 than in 1934. Yet deaths due to automobiles increased by 900, reaching the all time high of 37,000, and accounting for two thirds of all fatal accidents. Despite this general rise in traffic fatalities, R. L. Forney of the National Safety Council holds that there has been decided progress in traffic safety in three directions—among school age children, in license law states and in cities over 10,000 population. Among children of from five to fourteen years there were 300 fewer motor fatalities last year than in 1934. There was a reduction of 8 percent in 1935 in the average motor vehicle deathrate on a gasoline consumption basis in states having a standard drivers' license law and comprehensive administration over a period of years. During the past ten years, license law states showed a reduction of 21 percent in their deathrate in contrast to an increase of from 4 to 33 percent in other states. Finally auto deaths in cities of over 10,000 people decreased nearly 9 percent in 1935, while in rural areas they rose 9 percent. Moral: National child safety education, a standard driver's license law and state-wide methods of more effective driver control should be incorporated in the accident prevention program of every state.

It's No Accident That We Have Accidents

Good Old Summer—April, with some hundred more motor traffic deaths than the preceding month, brought the usual spring rise in vacation-time fatalities, which mounts during the summer to a peak in October. How this summer curve might be flattened out, at least in part, is indicated by the experience of Flint, Mich., where during the past two years 1234 informal backyard safety playgrounds have been developed to keep children off the streets. As the attendance at these and at the supervised civic playgrounds has increased, child accidents have decreased, until last summer they were 25 percent less than in 1934 with not a single child traffic fatality recorded. The total cost of the two-year program has been $402, with intelligent cooperation and hard work as the essential ingredients in this recipe to promote safety for children.

Police Project—The newly organized traffic safety division of the International Association of Chiefs of Police (850 East 58 Street, Chicago) describes in a recent issue of the Association's *Monthly Newsletter* the first accident prevention bureau under its auspices. The bureau, established with funds supplied by the automobile industry, is at South Bend, Ind. Thirty hand-picked policemen, with ten days intensive training in accident prevention work will be assigned to special duty. Meantime, under a modern municipal traffic ordinance the traffic system will be reorganized to include timing of traffic lights, laning of streets, and so on. Cooperating with the Civic Safety Council of South Bend, formed to put over the program, are the Harvard Bu-

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reau for Street Traffic Research, the National Safety Council and Purdue University. A similar accident prevention section, organized by the Louisville police last July, is reported as largely responsible for a 40 percent reduction in traffic accidents in that city.

Out of School

OPPORTUNITY to find out how much leisure you have and what to do with it is offered by the Russell Sage Foundation Library in an admirable selected, annotated bibliography of books, reports, magazine articles. (Price 10 cents from the Library, 130 East 22 Street, New York.) It is a revision of an earlier publication.

Libraries—Federal aid for libraries on a permanent basis was endorsed by the council of the American Library Association at its recent meeting in Richmond. The executive board was authorized to proceed with a formal request for such aid. The council also voted to establish a board on the resources of American libraries to study present resources, suggest future distribution of materials, and cooperate in utilizing them to the best advantage. The conference brought together nearly 3000 librarians, library trustees and others interested in reading problems and library service. . . . The conclusions and recommendations of the special committee on library aid, authorized by the Denver meeting of the American Library Association in July 1935, include: a system of federal grants in aid to libraries; use of such funds to aid state library agencies for administration, public libraries, school libraries, demonstration and experimental libraries; coordination of library resources on a regional and national scale. The committee holds that control and administration of library service should remain with states and units of local government, with allotment of federal funds through a federal library agency on bases of population and need. . . . The Equal Chance is a survey of public library needs and resources in this country in text and striking charts. (From the American Library Association, 520 North Michigan Avenue, Chicago.)

On the Air—A new plan to promote the use of radio for educational, cultural and civic purposes was endorsed by the seventh annual Institute for Education by Radio, recently held in Columbus, Ohio. The plan calls for the formation of boards, national, state and possibly regional "to direct programs in the public interest"; securing allocations of time to such boards; securing funds for program-making purposes; experimental demonstration of socially profitable broadcasts. . . . A survey of radio use among the 10,000 members of the boys' and girls' clubs of the Children's Aid Society, New York, shows that these children spend twenty-one times as many hours in listening to the radio as in reading. The majority listen in for two hours a day. Eighty percent of the girls and 92 percent of the boys eleven to sixteen years of age prefer adult to children's programs. The children expressed a wish for more sports, more programs dealing with science, more nature stories, more programs originating in foreign countries. . . . America's Town Meeting of the Air, inaugurated last October by the League for Political Education and the National Broadcasting Company, will resume after the national election. More than 35,000 letters from every state and from overseas were received during the first season. The meetings which caused the most comment in the press and brought in the heaviest fan mail were those on Young America Looks Forward, The Townsend Plan, and Which Way Capitalism?

Women in Uniform

A JUNE headline for nurses came in the unanimous vote of the New York City Board of Aldermen for an eight-hour day for employes of municipal hospitals, excepting administrative officials, superintendents of hospitals and of nurses, doctors, pathologists, X-ray men and ambulance drivers. The measure, which would add about $1 million to the Hospital Department budget, goes next to the Board of Estimate and the mayor. It specifies that the eight-hour limit may be suspended in emergencies. A similar measure affecting New York State hospitals became effective July 1.

TB Testing—As the result of a survey, hospitals and sanatoria in the province of Ontario, Canada, now are required to give a tuberculin test to all nurses and student nurses within a month after they enter the institution. Those who react positively must have an X-ray examination, while non-reactors must be reexamined each year while in the employ of the hospital. Records must be available for inspection by the Department of Health. Pupil nurses receive instruction in protecting themselves from infection and are not permitted to care for tuberculous patients until they have had this training.

Added Training—As an adjunct to its program in syphilis control the New York State Department of Health is giving a stipend of $100 plus tuition fees to selected public health nurses engaged in venereal disease activities, to enable them to take the summer course in social hygiene worked out by Syracuse University in cooperation with the Department. The basis of selection includes past records, present position and personality of applicants. The Department has urged local health officers to encourage at least one nurse in every local department to take the course.

Complementary—Medical social workers and public health nurses have functions that complement but do not duplicate each other, reports the Committee on Medical Care in Community Health of the American Association of Medical Social Workers. The Committee finds that the nurse's central focus is upon health and her characteristic method is education. The social worker's focus is upon the social aspects of health and she goes further than the nurse in studying and treating the social maladjustments related to illness. The nurse plays a more distinctive role in the field of prevention of disease.

Good News—"With unemployment in nursing rapidly passing . . ." says *The American Journal of Nursing* in leading off an editorial, "there are evidences of a definite shortage of nursing service in certain areas. This seems particularly true of hospital staff nursing."

Medical Relief

STUDYING families returned to local relief because of discontinuance of the New Jersey ERA, the WPA Division of Social Research found lack of medical care "particularly serious."

Doctors Disagree—The New Rochelle, N. Y. Medical Society has protested vigorously the change of medical relief policies in that city whereby care is given to the sick in relief families by part time city physicians, rather than by the families' own physicians, paid on a fee-per-call basis out of state relief funds. The *Bulletin* of the Westchester County Medical Society declares editorially that the fee-per-call system operated under FERA Rules and Regulations No. 7 has met "with reasonable success in every community in the country during the last few years" and finds that New Rochelle "has taken a step backward."

Who Got Free Care?—Examining its case load, in a week last November when illness was light enough to allow time for the nurses to help in a survey, the Henry Street Visiting Nurse Service in New York found that cases of WPA families were 50 percent more numerous than those of families on

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home relief. "The WPA income cannot pay . . . for service," the study concludes in the report. In all, the Visiting Nurse Service cared for 975 cases in relief families during that week, of which only 164 were billed to relief funds. Cost of care for fifteen was met through some relative or friend and for 259 through their insurance policies, while 520, more than half the relief cases, were carried free by the Service, because the number of visits authorized by relief measures already had been given, or because patients otherwise fell outside relief rules. Since that study was made, a ruling has gone into effect in New York whereby medical relief recompensed out of public funds may not be given to WPA clients unless they also receive home relief.

Resolution—The executive committee of the American Association of Medical Social Workers has sent to President Roosevelt and other federal officers copies of a resolution expressing the organization's belief that medical care should be provided out of federal funds for persons employed in the federal works program, and that "a permanent comprehensive medical care program be developed under the medical leadership of a centralized public authority."

Relief and Disability—A study by FERA of 165,000 relief families in seventy-nine cities, made in 1934 and reported in the current issue of The Milbank Memorial Fund *Quarterly* (40 Wall Street, New York), found "a concentration of handicapped persons in the relief population." Disabilities were reported for 11 percent of those employed on work projects and 15 percent of those seeking work. Among persons sixty-five years of age or over, 68 percent reported a serious mental or physical disability. White males on relief showed a higher prevalence of disabilities than Negroes, and relief persons in the professional and proprietary groups as high a proportion as those in other occupations.

Around the Corner—Zero hour in the overcrowding of public hospitals apparently coincided with that of business. *The Social Statistics Bulletin* of the federal Children's Bureau, (Vol. IV, No. 1, May 1936) reports a slight but steady decline in the number of patient-days in public hospitals in 1934 and 1935, though in 1935 they still were 15 percent above the 1929 level. Conversely, private hospitals are approaching the amount of service given in 1929, though still below it. Similar trends are shown in public health nursing on the part of public and private agencies. Clinics and conferences of public agencies recorded 80 percent more visits in 1935 than in 1929, and those of private agencies recorded 39 percent more.

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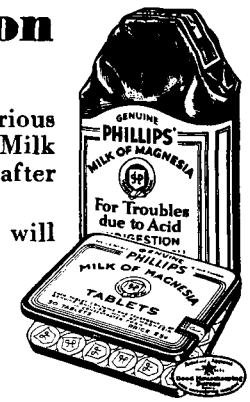

PHILLIPS' *MILK OF MAGNESIA*

Food

THAT diets of average families in almost all countries are deficient in essential factors is the upshot of a report made by twelve experts on nutrition to the Health Committee of the League of Nations. Both in Europe and in this country people lack sufficient food containing minerals (such as milk) and vitamins, and consume too much sugar and white flour. Special studies in this country and abroad reach similar conclusions.

England—A study by the Rowett Research Institute and other experts (Food, Health and Income, by John Boyd Orr, Macmillan, 71 pp. Price $1 postpaid of *The Survey*), finds that nearly half of the people in families of the United Kingdom fail to receive an adequate diet and that health and stature are less favorable in the low income groups when diets are most deficient. The report remarks that a chief difficulty in dealing with the problem comes from the fact that it does not fall within any single department of state. "This new knowledge of nutrition, which shows that there can be an enormous improvement in the health and physique of the nation, coming at the same time as the greatly increased powers of producing food, has created an entirely new situation which demands economic statesmanship." . . . The National Conference of Labor Women, held in late May, made nutrition the chief subject on the agenda, and received a committee report urging, among other recommendations, that milk be distributed free to pregnant women and to children during all of their school life.

Pan-America—The Pan-American Conference of National Directors of Health, meeting in Washington in the late spring, passed resolutions, among others, declaring that public education in nutrition is one of the duties of local health agencies, and suggested as a topic for the next Pan-American Sanitary Conference "the study of alimentation of man in America, in its various phases,

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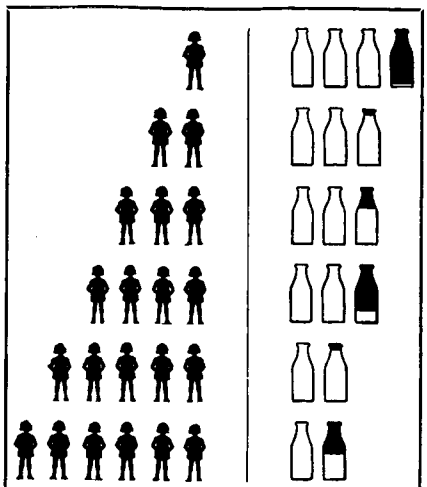
as a subject of great importance for the future of the population. . . ."

How Kent County, Michigan pursued dietary principles through the maze of relief funds and policies, September 1933—April 1936, is summarized in a mimeographed report Diets And Dollars, by the Nutrition Department of the Social Service Division. (Kent County Welfare Relief Commission, Grand Rapids, Mich.)

Milk—The less money, the less milk is one of the findings of the National Milk Survey of nearly 29,000 American families made by committees of women in fifty-nine cities working with the Consumers' Counsel of the AAA. On the average families were found to use about half the quantity considered satisfactory. The lack was especially serious among low-income families and families with many children. The report, A Survey of Milk Consumption in Fifty-nine Cities of the United States, will be available shortly on request of the Consumers' Counsel, Agricultural Adjustment Administration, Washington, D. C. . . . Similar facts are reported from a study of the U. S. Children's Bureau, cooperating with the National Organization for Public Health Nursing, which found that among some 10,000 families only 8 percent had an adequate milk supply, while 48 percent had less than half their estimated needs. . . . Intricacies of milk marketing are apparent from investigations by the Federal Trade Commission, among the most recent that of the Chicago area. (House Document No. 451, Government Printing Office, Washington, D. C.)

Food and Drugs—As this issue went to press, it was settled that the present Congress would take no action on the Food, Drugs and Cosmetic Bill. Critics of the proposed measure, including the Bureau of Legal Medicine and Legislation of the American Medical Association, declare that it had been so "emasculated" as not to warrant support. . . . Finding that canned dog and cat foods have been used for human consumption in hard times, California has a new measure, effective June 3, requiring that such products comply with the state Pure Foods Law and that they omit any label or claims that they are "fit for human consumption."

On Relief—A phase of relief-giving on the side of permanent gains, is the widespread development of nutrition services. While these grew naturally from the need to make the small relief allowance go as far as possible, the services now reach out, into home management, special and corrective diets, and suiting food to needs of racial and



When a family has one child, the National Milk Survey learned, each member of the family gets an average of 3.06 quarts of milk per week. When children are more numerous, drinks of milk are fewer. The six-child families use on the average only 1.6 quarts per person per week.

national groups. Some now train housewife clients in cooking and elements of nutrition.

In Essex County, N. J., a nutrition project of the State ERA which, unhappily, was discontinued as state relief funds expired, had organized 152 nutrition groups with an enrollment of more than 2500 women. At first, the county nutrition expert's advice was spread only through relief visitors. Later, as a work relief project, a staff was chosen from women relief clients who represented various racial and national groups with special dietary requirements. They were trained in techniques and low cost meal planning in staff meetings and a series of institutes. Recipes were adapted to materials on hand, modernized, and nationality menus prepared. Workers then held small neighborhood group demonstrations for clients, to which there was eager response.

In New York City the Nutrition Department of the ERB has been changed to the Home Economics Service. Under its widened function, this department will be "a home economics and home planning service." Instruction in proper methods of purchasing and preparing appropriate foods is given.

Professional

ANNOUNCED as "a thorough analysis of the social work program of an American city," The Providence Survey recently was published by Community Chests and Councils, Inc., on the three-hundredth birthday year of the Rhode Island city. The survey appraises for the Providence Council of Social Agencies that city's annual $8 million investment, from voluntary and tax funds, in all forms of social and public health work. Bradley Buell, who directed the Hartford Survey made by Community Chests and Councils two years ago, also was director of the present survey, which goes even farther in its approach to fundamental problems in community planning. The present study is notable for its thorough statistical basis, coverage of governmental agencies and clear differentiation of function between public and private agencies.

Recommendations of The Providence Survey stress coordination of allied services in social and health fields, and suggest machinery to that end, including strengthening the Council of Social Agencies. Mr. Buell shared major responsibility in the study with Paul Beisser, of the Henry Watson Children's Aid Society, Baltimore; Roy E. Sorenson, of the National Council of the YMCA; and Dr. Carl E. Buck, American Public Health Association. (The Providence Survey. Price $1 from Community Chests and Councils, Inc., 155 East 44 Street, New York.)

Pittsburgh—Social Work interpretation in Pittsburgh recently was given a thorough going-over by Mary Swain Routzahn, consultant in social work interpretation of the Russell Sage Foundation, as a part of the general social study of Pittsburgh and Allegheny County. Mrs. Routzahn's comprehensive report, analyzes in detail the social work publicity to which the Pittsburgh public has been treated, through all media. It presents a fat section on resources—"outlets for social information"—and winds up with practical, sound recommendations for future development.

Mrs. Routzahn's study, in characteristic readable and practical style, is available in a mimeographed volume. (Study of Social Work Interpretation in Pittsburgh. Price $1 direct from Federation of Social Agencies, 519 Smithfield Street, Pittsburgh, Pa.)

Meetings—A national conference on The Function of Education in a Democracy, will be held at Antioch College October 16-17, as part of the Horace Mann Centennial celebration, sponsored by the National Education Association. . . . The National Conference of Catholic Charities and the Society of St. Vincent de Paul meet in Seattle August 2-6. . . . The American Society for the Hard of Hearing, which now has 156 local societies, at its recent annual meeting voted to hold national conferences bien-

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nially in the future, leaving alternate years for zone conferences.

New Talent—*Social Work Technique,* the new Bi-monthly Technical Journal for Social Workers, published in California (3474 University Avenue, Los Angeles) has announced a prize competition for technical papers by professional social workers who have not already published books, articles or papers dealing with professional subjects. Besides the first prize of $25, $10 each will be paid for other articles submitted which are considered acceptable for publication. Persons interested in competing should send for the May-June issue of *Social Work Technique* (price 30 cents) as certain very specific conditions are made.

Publications—Two new bulletins have been issued by the Social Work Publicity Council, The House Organ—Ambassador of Social Work, and Tell It With Exhibits. Distributed free to service members of the Council, others may have them at a price (35 cents each from the Council, 130 East 22 Street, New York.) . . . The Research Bureau of the National Council of Jewish Federations and Welfare Funds has completed a report concerning opinions on the relation of Jewish and public welfare responsibility to Jewish dependents. (Some Community Opinions Towards Public Support of Local Jewish Relief Needs. From the Council, 71 West 47 Street, New York.) . . . The Council of Social Agencies of Los Angeles, a department of the Community Welfare Federation, in its annual report for 1935 gives a comprehensive picture of careful community planning. . . . . The American Sociological Society has begun the publication of its own official bi-monthly journal, the *American Sociological Review.* The editorial board includes an editor and managing editor, elected for two years, six assistant editors and the president and secretary of the Society. The first incumbents under the new scheme are: editor, F. H. Hankins; managing editor, H. A. Phelps; associates, Jerome Davis, J. K. Folsom, L. L. Bernard, Neva Deardorff, C. E. Gehlke and John L. Gillin. Henry Pratt Fairchild of New York is president.

The paper, Evaluative Research in Social Work, given last winter by Eleanor T. Glueck of the Harvard Institute of Criminal Law before the Association of the New York School of Social Work, has been published for the school as a pamphlet by the Columbia University Press. (Price 25 cents.)

The New Hampshire Foundation, John Pearson, director, has compiled for the state its first Directory of Social and Charitable Agencies. (For distribution "to donors of $2 or more to the Foundation's publication fund," 25 Capitol Street, Concord, N. H.)

New York's courses and lectures for social work training have grown until they fill a seventy-two-page catalogue, which has been published by the New York chapter of the AASW. Description of courses, lecturers, eligibility, costs and other information are included. (Price 90 cents from the chapter, 122 East 22 Street, New York.)

People and Things

HONORARY degrees constituting recognition of a wide variety of services, were generously bestowed at the college commencements just past, in what *The Survey* is pleased to call its field. Among those who received degrees were: Dr. Ellen C. Potter, honored by the New Jersey College for Women; Hon. Frances Perkins, by Alfred University; Abraham Flexner, New York University; Judge Florence E. Allen, Mt. Holyoke; Drs. William J. and Charles Mayo, University of Notre Dame; Dr. Thomas Parran, Georgetown University; Annie W. Goodrich and Fannie French Morse, Russell Sage College; Sarah Wambaugh and Ellen Fitz Pendleton, Columbia University; Mary K. Simkhovitch, Boston University; Mrs. August Belmont, Moravian Seminary and College for Women; Virginia C. Gildersleeve, Smith College; Robert Moses, Yale University; William E. Hall and Robert M. MacIver, Harvard University.

Other Honors—The spring crop of honors, other than academic letters, also has been large. Medals have been given to the following: Morris E. Leeds, of Philadelphia, the Gantt Medal "for distinguished achievement in industrial management as a service to the community"; Elizabeth H. Vaughn, of St. Louis, The Florence Nightingale Medal, an honor which is awarded by the International Committee of the Red Cross; Owen D. Young, the gold medal of the Society of Arts and Sciences, for "great services in the cause of improved international good will." . . . Carrie Chapman Catt recently was honored by the Westchester, N. Y. League of Women Voters; Homer Folks by the naming for him of a new state tuberculosis hospital at Oneonta, New York; Lee F. Hanmer, director of recreational department, Russell Sage Foundation, by the 1936 New York Boys' Exposition for "outstanding service to boys." . . . . Dr. Alice Hamilton recently received the gold medal given annually by the Chi Omega national sorority to an American woman for "public accomplishment."

The National Institute of Immigrant Welfare this year made its first awards for merit to "distinguished citizens of foreign birth who have made significant contributions to American life." Those cited were: Dr. Alexis Carrel, Rockefeller Institute for Medical Research; Jonas Lie, president of the National Academy of Arts and Sciences; and Walter Damrosch, former director of the New York Symphony Orchestra.

New Jobs—The fairly recent Council of Social Agencies of Baltimore has claimed Anna D. Ward, general secretary of the Baltimore Family Welfare Society, to be its new executive. Dorothy Pope, who has "come up through the organization" succeeds Miss Ward at the Family Society. . . . Stanley D. Noble, for four years in relief administration in Illinois, is the new executive secretary for the Wisconsin Society for Mental Hygiene. . . . Dora Margolis, previously case consultant, is director of the Jewish Family Welfare Association of Boston succeeding Maurice Taylor, now of Pittsburgh.

The Social Security Board has added to its growing staff Paul S. Taylor of California, in Research and Statistics; Lavinia E. Engle of Maryland, in the Informational Service, and Lavinia Keys as district supervisor for Public Assistance. Mary E. Austin, since 1928 a division secretary of the New York City Welfare Council, has resigned to become assistant director of the field division, Bureau of Public Assistance of the Board. . . . Under provisions of the Social Security Act, the Ohio Department of Health has added a number of experts to its personnel, among them Gertrude Bush of Toledo, as chief of a division of Public Health Nursing. . . . Rhode Island has appointed, as a board to administer its new unemployment compensation law, Prof. George E. Bigge, economist, Brown University; Joseph F. Cull, Pawtucket silk manufacturer, and John H. Powers, of the United Textile Workers of America.

Viola M. Jones, formerly with the Psychopathic Hospital of Boston and the New York State Charities Aid Association, has joined the staff of the Children's Aid Association of Boston. Marian L. Spencer, publicity supervisor of the Association, has taken charge also of the Intake Department, succeeding Cornelia E. Wright, retired.

The new field secretary of the Boys' Clubs of America is Walter M. Hall, for seven years director of the Boys' Club of Columbus, Ind. William H. Montgomery, of Wilmington, N. C., will be part time field secretary for the South Atlantic states.

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The Pennsylvania SERA has appointed Mae Diffenbaugh as state supervisor and assistant director of its relief division. She has been recently with the Philadelphia County Relief Board and prior to that with a number of private agencies. . . . Homer Chamberlin, from the Oregon Tuberculosis Association, is the new executive secretary of the Tuberculosis Association of the Territory of Hawaii, succeeding James Stone.

Spring Elections—The Family Welfare Association of America elected as president Stanley P. Davies, general director of the New York Charity Organization Society, succeeding Mrs. John M. Glenn, who was president for sixteen years. . . . The new president of the National Tuberculosis Association is Dr. Esmond Ray Long, 1932 recipient of the Trudeau medal and director of the Henry Phipps Institute, Baltimore.

The American Medical Association has chosen for 1936-7: president-elect, Dr. J. H. J. Upham, Columbus, Ohio; vice-president, Charles Gordon Heyd, New York; secretary, Dr. Olin West of Chicago, and treasurer, Dr. Herman L. Kretschmer, Chicago. . . . New officers of the Child Welfare League of America are: president, Edwin D. Solenberger, Philadelphia; vice-presidents, Alfred F. Whitman, Boston; Mrs. Paul B. Welles, Plainfield, N. J.; Paul T. Beisser, Baltimore; and Margaret Payson, Portland, Me.; secretary, Leonard W. Mayo, New York; and treasurer, Walter M. Brown, New York. . . . The American Association of Social Work officers nominated for 1936-7 are: president, Linton B. Swift, New York; vice-presidents, Harry Greenstein, Baltimore; Martha A. Chickering, Berkeley, Calif.; Grace Abbott, Chicago; secretary, Leah Feder, St. Louis; and treasurer, Stanton M. Strawson, New York.

Antioch College has named as its fifteenth president, Algo Donmyer Henderson, who has been acting head since the resignation of Arthur E. Morgan to devote himself to the Tennessee Valley Authority. Dr. Morgan will continue as a trustee of the college.

Our Long Arm—The long arm of *The Survey*, through its field staff, reaches far and wide nowadays. Besides the sisters Betty and Ruth Mack, those able and affable missionaries of the *Survey* gospel and collectors of converts, whose range is most of the country, California has Anne Roller Issler and sometimes the Midwest has Lucy Lay Zuber, on special assignment. In their unique position as ears and mouthpiece for Survey Associates, these young ladies have been accepted at many varieties of conferences as practically a tradition (surprising for their years). To their dauntless efforts in an exhausting job, and to the cordial welcome accorded them by *Survey* friends everywhere, Survey Associates acknowledges a very special debt of gratitude.

Settlement News—Kingsley House, Pittsburgh, asks hopefully in a recent bulletin, "Are there any unemployed horses?" It could do with a few, "of reasonable life expectancy," at Lillian Home, its fresh air camp. . . . Connecticut College has named its new dormitory Jane Addams House, of which designation Katherine Blunt, president, said: "I feel that we have brought a real benediction of her great spirit upon the college through this action."

The article, The Settlement Scene Changes, by Ruth E. Zittel and Sidney J. Lindenberg, in the May 1936 issue of *Social Forces*, attracted much attention from settlement workers and others.

Late But Important—Because the announcement fell afoul of last month's closing dates, we are tardy "also rans" in listing recipients of the 1936 awards of the Social Work Publicity Council. The work receiving the Council's blessing included: radio series of the Chicago Social Work Publicity Council; social hygiene feature series of the New York *Daily News;* Social Studies of St. Louis, published by the St. Louis Community Council; newspaper feature series on WPA by Margaret Frawley in the Rochester, N. Y. *Democrat and Chronicle; Federation Illustrated*, of the Federation for the Support of Jewish Philanthropic Societies, New York; Kent County Relief, a newspaper series by Julius Amberg, Relief Commissioner, in the Grand Rapids, Mich. *Press;* year's publicity program of the Seaman's Church Institute, New York; Council of Social Agencies of the Oranges and Maplewood, N. J., for Youth Week Trial and Institute of Family Relations; and the well-known Six Characters of the Family Welfare Association of America.

Deaths

DAME Henrietta Barnett, matriarch of English social work, died last month at the age of eighty-five, having devoted most of her life to Toynbee Hall, founded by her and her husband, Canon S. A. Barnett. Dame Barnett in 1920 was made honorary president of the National Federation of Settlements, following a visit to the United States. She held many high offices, wrote on a wide range of subjects and is credited with the origin of the university settlement movement.

JUST under a year ago *The Survey* reported the pleasant ceremonies incident to the celebration of Dr. Charles E. Little's "first twenty-five years" as superintendent of Letchworth Village, New York's institution for defective children, which he had developed from its very beginning. Dr. Little died suddenly in June. His death is a blow to the professional field to which he had made large and lasting contributions, and a deep sorrow to a wide and devoted circle of friends.

SOCIAL workers who heard the scholarly address of Prof. Thomas Parker Moon of Columbia University at a general session of the recent National Conference of Social Work will be particularly sorry to hear of his sudden death in early June.

LENA C. ROSS, superintendent of Riverside Reformatory, Rutland, Vt., died late in May. The story of her unusual personality and career and of her service to her state and to the rational administration of correctional institutions was told by Dorothy Canfield and Sarah Cleghorn in the article, Miss Ross' Girls See the Mountains in the *Survey Graphic* of August 1931.

CLARA D. NOYES, since 1918 national director of the American Red Cross Nursing Service died suddenly last month, "on the field of duty." Miss Noyes' distinguished career in the nursing field was of vast importance not only to the organization she served but to nursing as a profession.

ALL Pittsburgh was shocked and grieved by the automobile accident in mid-June which took the lives of three well known social workers: Ruth Taylor of the Catholic Charities, Marion Ewalt of the Federation of Social Agencies and Franklin H. Patterson, publicity director of the Community Fund.

COMMISSIONER SAMUEL LOGAN BRENGLE, internationally known for his work in the Salvation Army, died recently at the age of seventy-six, after forty-four years service in the Army.

ARNOLD BENNETT HALL, director of the Institute for Government Research of the Brookings Institution, died recently.

WALTER LAIDLAW, a pioneer organizer of church federations, one of the founders and until 1921 secretary of the New York Federation of Churches, has died.

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Book Reviews

Why Justice Creaks

CRIME AND JUSTICE, by Sheldon Glueck. Little, Brown. 349 pp. Price $3 postpaid of *The Survey*.

THE name Glueck on the title page of a book on criminology has long meant thorough exploration and careful charting in the field of crime. Heretofore it has usually been a co-authorship: Sheldon and Eleanor T. The title page of Crime and Justice might appear to indicate a literary divorce, but another book, written by both, soon will be out.

This is as it should be, for the Lunt and Fontanne of criminology have led the discriminating to expect a finished performance. Their trilogy—Five Hundred Criminal Careers, One Thousand Juvenile Delinquents, and Five Hundred Delinquent Women—set a standard for the rest to follow. The Gluecks, although their books have invariably thrown doubt on long accepted premises, have never written on the theory that destruction is an end in itself. They have broken down old social theories by the impact of new social facts only in order that they may establish valid fundamental data. They have never destroyed without pointing the way to building a more solid structure.

Dr. Glueck's new book is one of the best contributions to the field of criminology in many a year. It destroys and builds at the same time. If it were written in popular language and could be quoted more extensively in the columns read by the layman, the policeman, the prosecutor, the judge, and the prison official, it would send many a voter and public official into a state of jitters. It would be denounced roundly and widely—the best compliment, perhaps, to any criticism of our modern social machinery.

Not but that it is readable. A few quoted phrases indicate not only the ideas held by the author but also the eloquence and vigor with which he expresses them: Many of our jails, he says are "a reeking rebuke to Justice"; "the typical penitentiary is frozen penal policy"; "with notable and very recent exceptions city police departments are little more than physical enlargements of what they were a century ago"; "the chief qualification of the successful criminal lawyer is an ability to keep constantly alert to discover open or rusty joints in the armor of Justice"; "to believe that by donning the judicial robe a person doffs his prejudices is to be superlatively naïve"; and so on.

But we have here more than merely good writing; we have sound thinking. The book is a penetrating and unsparing analysis of the weaknesses of the whole machinery of criminal justice, from the police through the courts to the prisons and out again to parole: gears, bearing, oiling system, valves, and generators. The conclusion any reader must come to, if he does not see red because it hits him personally, is that it is a worn, poorly adjusted, rattling machine, wasteful of fuel and meager in production. After twenty years of listening to it creak and rumble, I am in hearty agreement with Dr. Glueck's conclusions.

They are not his alone; few books on the subject have been more thoroughly documented. In the back of the book are fifty-five pages of notes supporting the text: references to crime surveys, Supreme Court decisions, research reports, utterances of learned authorities. You must read it as you did Cicero and Virgil, with your finger in the notes.

The author does not stop with destructive criticism. Throughout the work there are definite suggestions for the correction of indicated weaknesses. The two concluding chapters, The Prospect of Justice and The Horizon of Justice, outline specific remedies. Among the most important is the suggestion of a Department of Justice in each of the several states, with bureaus of police administration, public prosecution, court administration, correctional facilities, and personnel, and a bureau to keep abreast of needed changes in the law.

The copy of Crime and Justice sent me had uncut pages. It is to be hoped that the whole edition did not go out in that form, for some readers are lazy and there is no page that the official or the taxpayer can afford to miss.

AUSTIN H. MACCORMICK
Commissioner of Correction
New York

Birth Control, B.C. and A.D.

MEDICAL HISTORY OF CONTRACEPTION. MEDICAL ASPECTS OF HUMAN FERTILITY SERIES, by Norman E. Himes, Ph.D. Williams & Wilkins. 521 pp. Price $7 postpaid of *The Survey*.

TO those who believe that birth control is a product of the twentieth century, Professor Himes' book will bring a new point of view. He has spent many years collecting exhaustive material on the place of birth control in primitive and ancient societies, and his book is a scholarly exposition of the development of efforts at family limitation from pre-literate times onward.

While primitive societies depended largely on abortion and infanticide as methods of population control when there was insufficient food for the tribe, Dr. Himes has found ample evidence that, in addition, they sought to devise primitive methods of contraception. Many of these were of a magic or ritual nature, but some were simple precursors of modern methods of birth control. Dr. Himes also presents evidence that in early civilizations, such as that of the ancient Israelites, in which fertility was a definite goal, there was a definite effort to control that fertility and to keep families small.

The first part of the book traces the development of contraception from several thousand years B.C. through the Middle Ages to its birth as a sociological movement early in the nineteenth century. The second part is concerned with the growth of the birth control movement in the United States and a survey of recent literature on contraception and its relation to population problems.

New York REGINE K. STIX, M.D.

Imagination Plus

JOBS FOR THE PERPLEXED, by Flora E. Breck. Crowell. 155 pp. Price $1 postpaid of *The Survey*.

HERE is a book of particulars and not of generalizations, a series of stories of men and women of imagination and determination, mostly of the white collar class, who made new jobs for themselves or won security or promotion by adding that bit of individuality to their work that made them indispensable to their employers. The stories cover a wide range, for example, from that of the man who raised gold fish for a livelihood, to that of the grandmother who "made good" in the drapery department of a furniture specialty store.

Miss Breck's book does not outline any "system" as do so many recent books on job-finding. The persons whose stories she tells studied themselves and the world in which they live. They had the imagination to discover salable assets in themselves or previously unnoticed opportunities in their surroundings and by determination and hard work brought the two together. The author offers a minimum of advice but what she offers is good. It is fair to "hope" with her that in the reading of these testimonies of successful vocational readjustments "new vistas may open up for the job seeker and new courage come for the special problems confronting him." One must point out, however, that stimulating imagination and building up courage are not adequate substitutes for a thorough-going scientific guidance process.

Determining strong and weak points by self study is possible, if at all, for comparatively few. Also, it is impossible today for any one person to have a suffi-

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cient knowledge of vocations and of the traits necessary for success in them, to enable him to say for what he is best fitted. Those who have sought to help unemployed persons during these depression years have learned that there are many individuals who can help themselves if given a certain amount of suggestion and stimulation. While this group is probably small in proportion to the total number of unemployed persons, it includes no inconsiderable number and for them such a book as this may be helpful. JEROME H. BENTLEY
YMCA, New York

Attempt at Prediction

THE FAMILY ENCOUNTERS THE DEPRESSION, by Robert Cooley Angell. Scribner. 309 pp. Price $1.50 postpaid of *The Survey*.

THIS is a non-quantitative study by students at the University of Michigan of adjustments to loss of occupation and income during the depression made by the students' own families and those of their friends to the number of fifty. The attempt was to rate these families as to integration and adaptability, hoping, by combining these two factors, to set up a series of "types" by which reactions on the part of individual families to economic disaster could be rendered predictable. The author's own estimate is that "our study has done no more than to lay a modest foundation stone for others to build upon." JOANNA C. COLCORD
Russell Sage Foundation
New York

Background of Millennium

THIS SOVIET WORLD, by Anna Louise Strong. Holt. 301 pages. Price $2 postpaid of *The Survey*.

IN her latest book Anna Louise Strong presents a reasonably brief and perfectly readable exposition of soviet theory—something as scarce in the verbose literature of Marxism as ice in Kazan on a hot summer's day. She explains the place of the Party in the general scheme of things, the relation of the citizen to his government, and all the amazing machinery that makes the soviet world go 'round. There is just enough of history to fill in the background. Of quotations from Stalin's speeches and writings there are perhaps too many.

Anna Louise Strong knows the Soviet Union as few Americans do; that no one can deny. For that very reason it is the more regrettable that she falls into the error, common to Soviet apologists, of allowing her enthusiasm to get the best of her critical faculty. When she strays from theory to actuality she simply bridges with her imagination the wide gap between things as they are supposed to be and things as they are.

As the most hurried visitor to the USSR must admit, it is astounding that the Russians do so many things so well, considering the tremendous handicaps under which they labor. It casts no aspersions upon the Soviet Union to acknowledge that the millenium has not yet arrived there. Why must the enthusiasts continue to insist that it has?
GEORGE F. HAVELL

Proletarian Pilgrimage

NEVER SAY DIE, by John Paton. Longmans. 336 pp. Price $2.50 postpaid of *The Survey*.

THE author takes us with him through the first thirty-three years of his life among the proletariat of Aberdeen and Glasgow. He was one of them, born in an Aberdeen slum, working as printer, milk peddler, barber, beauty doctor. With delightful acuteness and humor he makes us acquainted with his companions on the journey. But from some source, not obvious in the story, John Paton inherited a mind which raised him above his surroundings. As a boy he read everything he could lay hands on; as a man he subordinated all other interests to furthering socialism. He sacrificed his business prospects to this cause. He says, "Socialist politics have really been my life; the new interests on the technical side of my work . . . held only part of my mind." This part of his story gives a graphic picture of the growth of the Labor Party in Scotland with small illuminating sketches of Keir Hardie and Snowden, and of MacDonald at the time of his glory. When the story came to an end just after the war, this reader was keenly disappointed. He wanted to read the remaining chapters of what the English edition entitles a Proletarian Pilgrimage. I. M. BEARD
Charleston, S. C.

Formative Factors

THE THEORY OF SOCIAL WORK, by Frank J. Bruno. Heath. 646 pp. Price $4 postpaid of *The Survey*.

A PHARMACOPOEIA for Social Workers would be quite as good a title for this book, though not fully adequate. Mr. Bruno says himself that "there is no general scientific or even (*sic*) philosophical basis for social work." He undertakes to set forth and examine the "theories . . . of biology, psychology, economics, and sociology" that have been "formative in the development of the practice of social work." After a couple of introductory chapters, he divides his discussion into three parts: The Biological Elements; Psychological Aspects of Behavior; and Social and Economic Environment, which embraces three concluding chapters that logically should be a final part, balancing the introduction. Bibliography and indexes fill fifty-five pages.

Physical weight, crowded pages, defective organization of material, and a style no better than we find in the run of books by social workers, make the reading a task. There are inaccuracies, too. It is not true, for instance, I am told by high medical authority, that "all cases" of syphilis "must be traceable to some instance of illicit intercourse." On the contrary, that is a misconception which health educators have been trying for years to uproot. Nor is it true that tuberculosis "is usually contracted in infancy"—unless indeed "infancy" is understood in the legal sense, as extending through the twenty-first year. The description of the infamous "dumb-bell" tenements of New York is not correct. It is the state Tenement House Law of 1901 that the author has in mind on page 259, not a city ordinance of 1899. Under CWA the amount of work given each man was uniform; it was not "measured in terms of his economic responsibility." And can the original members of Serge Jaroff's Don Cossack chorus, who were officers in the Tsarist army, properly be called as "generally uncultured" and "discarded"?

Mr. Bruno evidently has read widely and studied diligently. His point of view on most subjects this reviewer would be inclined to call wise—which of course merely means congenial. His discussions are thoughtful, and they must be thought-provoking to his students—a supreme quality in a textbook as in a teacher. LILIAN BRANDT
New York

Maturity as Experience

THE MARRIED WOMAN; A PRACTICAL GUIDE TO HAPPY MARRIAGE, by Gladys H. Groves and Robert A. Ross, M.D. Greenburg. 278 pp. Price $2.50 postpaid of *The Survey*.
WOMEN AFTER FORTY, by Grace Loucks Elliott. Holt. 213 pp. Price $1.25 postpaid of *The Survey*.

IT is a generation or so since the novelists and dramatists, with their usual prescience, began to take a general interest in the lives of mature people and not to ring the curtain down on the wedding bells. In that generation psychiatrists and other physicians, as well as social scientists, have been gathering new facts and views on maturity as an experience, not simply a status attained by the passing of years. These two books distill for the general reader a wealth of information that has come from studies as well as from a critical examination of "common sense." As the titles imply, they lie in somewhat different, though overlapping, fields. The Married Woman considers questions—physical, psychological and social—that arise in a woman's life at marriage and during marriage. I should think it might well serve as the "practical guide" named in its sub-title. Mrs. Elliott's Women After Forty, on the other hand, is less concerned with physiology and more

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with what we call mental hygiene for want of a better term—with the problem of being at home with one's self and in one's world which must be solved by both men and women, married and single, as the prerequisite of a satisfying maturity. In her discussion the author has drawn on current psychological literature, current interpretations of religion, and discussions with unmarried and married women of more than forty. The index, bibliography, and footnotes make this little book a guide to further thoughtful reading as well as an illuminating and critical synthesis in itself.

MARY ROSS

Tapestry of Education

ADULT EDUCATION IN ACTION, edited by Mary L. Ely. American Association for Adult Education. 480 pp. Price $2.25 to members of the Association, $2.75 to non-members, postpaid of *The Survey*.

IN the last ten years the adult education movement has become an integral social force in the United States. The American Association for Adult Education under the able direction of Morse A. Cartwright has been the responsible national agency for giving the movement emphasis and interpretation, and has served as its clearing house of ideas and experimentation. The quarterly *Journal of Adult Education* has become the mirror of the multitudinous types, phases, experiments and studies in this field of dynamic sociology, as Lester Frank Ward would have described it.

At the close of the first decennium of the Association, Mary L. Ely, the editor of the *Journal*, has culled and condensed 160 significant contributions that together make an intriguing tapestry, Adult Education in Action. Miss Ely's handling of her material in this summary revelation of the many facets of adult education is ingenious. Out of the almost spontaneous combustion, which is a fair description of what has taken place in this field in the last ten years, her clear insight into its many fundamentals has enabled her to put the pieces together masterfully.

The principle section of the book is entitled The Main Action. Nearly twenty distinctive institutional areas are pictured—libraries, government projects, public schools, universities, museums, theatres, churches, settlements, prisons and hospitals; seven basic groups of potential students are analyzed—parents, workers, rural people, city dwellers, Negroes, college alumni, and youth; and half a dozen major instruments are tuned—books, newspapers, radio, films, forums, and discussion groups. What seems to be pandemonium becomes symphonic under Miss Ely's baton.

Then come illuminating and challenging contributions dealing with teachers, content, methods and specialists, demonstrating that the adult education movement is more than adolescent, and that it shares the maturity of older phases of social work in its development of standards, the scientific spirit, and a sober concern for values. This last aspect is given a quiet glow in The Critics' Corner, in which this challenging picture receives its finishing touches.

Thoughtful social workers and constructive leaders of American life must double-star Adult Education in Action as a book that demands thorough reading and deep consideration.

Chicago, Ill. FRED ATKINS MOORE

Consumers Unite!

GUINEA PIGS NO MORE, by J. B. Matthews. Covici-Friede. 311 pp. Price $2 postpaid of *The Survey*.

AGAIN, as in Partners in Plunder, Mr. Matthews presents forcefully and bitterly the consumer's case against profit-making business, "its sole dedication to price and turnover, its needless scarcity, its counterfeits and adulterations, its mendacious advertising and high pressure salesmanship." But in this book he goes further to define the consumer's interest as a clear-cut class interest in an economic warfare. In so doing he breaks with the Marxist alignment in which labor is the basis of the struggle against capitalism. He points out sharply what seems to him a necessary (though shortsighted) identity of interest under capitalism between organized labor and its predatory employer to increase (at the consumers' expense) the profits which may be divided between them. The "workers' state" is demolished as a possible friend of the consumer. Likewise the New Deal.

Then Mr. Matthews turns to his constructive program: consumer education, agitation, and use of the ballot to establish a Department of the Consumer. Let there be consumer exhibits, he declares; expert buying; grading and testing; pressure on government, health authorities, and manufacturers; and finally "withdrawal of patronage." The government (until now controlled by big business) will by some miraculous means be enabled to protect the consumer through a special cabinet officer.

To this reader, the weakness in Mr. Matthews' program is lack of any practical economic organization of consumers whereby they may take a hand themselves and substitute the use motive for the profit motive. The program depends entirely on education and political action to compel the inherently recalcitrant owner of industry (whose motive would remain profits) to serve the consumer.

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It foresees a perpetuation of a class struggle between the consumer and industry, in which the consumer would have the whip hand. By ignoring the world-wide consumers' cooperative movement with its 100 million members (excluding those in Russia, Germany and Italy), its contribution to the stability of Scandinavia and Great Britain during the depression, and its 6500 cooperative organizations in the United States, this book misses, for me, the constructive program by which the consumer's interest will be served.

LESLIE E. WOODCOCK
Eastern States Cooperative League
New York

Data on Fertility

THE MEASUREMENT OF POPULATION GROWTH. METHODS AND RESULTS, by Robert R. Kuczynski. Oxford University Press. 255 pp. Price $4 postpaid of *The Survey*.

THIS book deals almost exclusively with the measurement of fertility. Although issued as a text, its limited scope will make it more useful as a reference book, indispensable to persons really interested in the technical problems which it treats. The accuracy of various types of data is examined and virtually every method of measurement ever devised is considered critically, all leading up to an exposition of the net rate of reproduction. There is a wealth of reference to studies of historical interest, and of illustrations, particularly from English and European sources. No attempt is made to discuss the causes and significance of change in population growth. Migration is not considered at all, and mortality is considered in one chapter simply as a source of population depletion. A number of minor flaws in emphasis and conclusions do not seriously mar the usefulness of a first class piece of work. FRANK W. NOTESTEIN
Milbank Memorial Fund
New York

Man in Society

A HANDBOOK OF SOCIAL PSYCHOLOGY, edited by Carl Murchison. Clark University Press. 1195 pp. Price $6 postpaid of *The Survey*.

HERE is an ambitious attempt to gather between book covers fairly long expert summaries of the great variety of present studies of human behavior in society. The first section is on population problems; among bacteria (R. E. Buchanan), plants (Frederic E. Clements), and mankind (Warren S. Thompson). The second section is on sub-human social behavior; among insects (O. E. Plath), birds (Herbert Friedmann), and mammals (Friedrich Alverdes). The third section comprises a series of historical résumés of the civilizations of the Negro (Melville Herskovits), the American Indian (Clark Wissler), the white race (W. D. Wallis), the Mongoloids (Edwin Deeks Harvey). The fourth section is topical, discussing such culture traits as language (Edwin A. Esper), magic (Raymond Willoughby) and material culture (Clark Wissler). The fifth section also is topical; entitled, Some Correlates of Social Phenomena, it includes chapters on the physical environment (Victor E. Shelford), age factors in society (Walter R. Miles), sex (Catherine Cox Miles), attitudes (Gordon W. Allport), and social maladjustments (F. L. Wells). The last section is on experimental work: on simple animal societies (W. C. Allee), birds (Thorleif Schjelderup-Ebbe), the primates (Robert M. and Ada W. Yerkes), children (Lois Barclay and Gardner Murphy), and individual adults (J. F. Dashiell).

The limitations of the volume are in the limitations of the investigations reported. In the first topical section, the studies are comparative, taking into account the material from various cultures. In the second, there is no serious attempt to discuss any material except that of America in the last decade. This leaves the historical section on the races of man with no relation to the body of the book. With all the emphasis in this Handbook upon social phenomena among plants, insects, birds, mammals, even bacteria, there is no serious attempt to consider any human cultures except our own in the way in which they modify human behavior. The volume accurately reflects the fact that there is not yet any concerted attack upon a study of the human being in his relation to society. RUTH BENEDICT
Columbia University

Run of the Shelves

TUBERCULOSIS, by Gerald B. Webb, M.D. Hoeber. 205 pp. Price $2 postpaid of *The Survey*.

NEWEST of the series of "primers" on the history of medicine published under the title of Clio Medica, this little illustrated handbook outlines the lore of past ages in respect to tuberculosis, starting with prehistoric man, and then brings the scientific story up to our day. Dr. Webb, former president of the National Tuberculosis Association, is lecturer on medical history, University of Colorado, and president of the Colorado Foundation for Research in Tuberculosis.

THE ANATOMY OF PERSONALITY, by Howard W. Haggard, M.D. and Clements C. Fry, M.D. Harper. 357 pp. Price $3 postpaid of *The Survey*.

"WE have attempted to present, shorn of the technicalities of psychiatry, what is essentially a concept for the structural analysis of personality," the authors declare in a preface, adding that they hope thereby to give readers the insight into themselves which is a first step toward self-improvement and the understanding of others which leads toward tolerance. The text, illustrated by drawings from the English translation of Theophrastus' Characters, outlines in terms of psychopathic personalities the "structural constituents" which the authors find, in varying degree, in both the normal and the abnormal.

YOUTH WELFARE IN PHILADELPHIA, by F. M. Wetherill. Winston. 259 pp. Price $2 postpaid of *The Survey*.

BY questionnaire, observation and interview the author has assembled factual material on child welfare and youth agencies as a background for his recommendations. These follow in general those of leading child welfare workers with added emphasis on "ways and means to make religious nurture a vital factor in the curriculum." The Rev. Mr. Wetherill is grand commander of the Knights of Saint John, a fraternity for young men and older boys.

LIBRARIES OF THE SOUTH: A REPORT ON DEVELOPMENTS, 1930-1935, by Tommie Dora Barker. American Library Association. 215 pp. Price $1.75 postpaid of *The Survey*.

THIS study, made on a Carnegie grant, is of possibilities not of achievements, but it throws light on the whole problem of cultural advance in the rural South. It says, "There is very little to undo." All the southern states have ambitious plans, however, and sound growth can be expected.

LABOR FACT BOOK III, prepared by Labor Research Association. International. 223 pp. Price $2 postpaid of *The Survey*.

ARRANGED in ready reference form, this fact book brings together much valuable information on the current American scene. The sections on Strikes and on Civil Rights are particularly well done. Throughout the book presentation and comment are frankly "class angled" from the Left.

SOME PSYCHOLOGY, by Mabel C. Williams Kemmerer, Ph.D. Bruce Humphries. 229 pp. Price $2 postpaid of *The Survey*.

ACCORDING to the author "The book is intended for everyone," and it provides "the irreducible minimum for those who could talk about the subject with honest enlightenment." The word "some" is ambiguous, meaning little or much. In this instance it is not the latter.

PRINCIPLES OF ABNORMAL PSYCHOLOGY, by Edmund S. Conklin. 527 pp. Price $3 postpaid of *The Survey*.

REVISED edition of the textbook first published in 1927 by Professor Conklin, now of Indiana University, writing for students of psychology.

THE NORMAL DIET AND HEALTHFUL LIVING, by W. D. Sansum, M.D., R. A. Hare, M.D., and Ruth Bowden, Macmillan. 243 pp. Price $2 postpaid of *The Survey*.

SUMMARY of principles found of value by the authors in their work at The Sansum Clinic, Santa Barbara, Calif.

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Readers Write

Predicament in Alabama

To the Editor: Alabama has been highly praised for its splendid welfare program, but actually that program exists only on paper and in the hearts of some of Alabama's embattled social workers. Unfortunately the promise it holds must go largely unfulfilled for lack of funds by which to carry it out. Alabama's record is enviable. It runs back through a top-notch emergency relief program to the predepression Child Welfare Department which enjoyed a national reputation. Not so enviable was its unseemly haste to be the first state to abandon federal relief. One is driven to fear that Alabama is now coasting along on its past achievements, not in the least for lack of competent leadership, but wholly because of the dearth of wherewithal with which to operate. Most of the counties have not the resources to carry out the program, edicts from Washington to the contrary notwithstanding. And the state legislature apparently sincerely believes that it can do nothing.

Fundamentally, Alabama has never accepted wholeheartedly the necessity of public relief, except in the larger industrial areas. The rural viewpoint is that such necessity as exists should be treated by individuals, and Alabama is predominantly rural. Rural public opinion could not understand the wage policy of federal relief whereby a man was paid as much for a day's work as he could earn by farm labor in a week. Equality of wage rates for white and Negro ran counter to accepted standards. Local prejudice, built up by the relief administration's ignoring or snubbing of political officials, persists.

The Department of Public Welfare appeared upon the scene rather suddenly, from the public's viewpoint, though it had been before social workers for many months. It was accepted without much reckoning of the cost, less because of any real conviction of its necessity or understanding of its scope than for purposes of political regularity with the national administration. Now that the cost is becoming apparent, the politicians (who, it must be remembered, reflect the sentiment of their constituents) are unwilling to levy the extra taxes necessary to foot the bill. This sentiment is not expressed openly. Old age assistance is too popular among the prospective beneficiaries for that, and few politicians have the hardihood openly to oppose aid to widows with dependent children. Meanwhile old folks wait patiently for their "pinsions," widows for the measure of security for which they hoped. Insecurity and uncertainty rest heavily on the shoulders of social workers. Staffs have been cut and in many instances the salaries of those remaining have been reduced.

The job immediately facing workers in Alabama is to convince the public, first, of the desperate need that cannot or will not be met except through public sources, and secondly, of the value of trained and decently paid personnel to do the job. That effort is under way. Its success is a matter of conjecture.

Montgomery, Ala. Alfred W. Hobart

The Sign of the Bee

To the Editor: The attack of the Mormon Church on the relief problem within its own membership is so unique that it seems to me to be worthy of attention. The authorities of the Church of Jesus Christ of Latter-Day Saints have worked out a plan to assist in the care of 88,460 persons, 17.9 percent of the entire church membership, which was on relief last September. Cooperatives will be sponsored in farm and orchard projects, canning factory projects, lumber, coal, textiles, mercantile trade depots, dairy products, flour mills and life insurance for tithe payers. A regional storehouse organization will see that warehouses are stocked with food, clothing, furniture, and feed for livestock, and will also "work toward a wise balancing of labor from congested larger centers to farming, mining, or industrial districts where productive labor might be provided for self-maintenance."

Before accepting the challenge implicit in federal curtailment of relief funds the church authorities surveyed the problem and discovered, among other things "that from 11,500 to 16,500 persons received relief who either did not need it or who had farms that might, if farmed, have kept them off relief." They attacked the problem as if it compared with their ancestors' pioneer trek westward. They have set up an administrative organization and a method of financing the plan, which, the leaders believe, will take their people toward independence by helping them to help themselves.

There are those in Salt Lake who will tell you that the program was worked out merely to get the unemployed to grow sugar beets for factories owned by a few wealthy church members. But never was the economic interpretation of history less likely to give a complete picture of a situation than when applied to this Mormon plan. I have talked to the officials, and to some of the unemployed who are already participating in it; I have seen one of the warehouses stocked like some thrifty farm wife's cellar, and I came away full of admiration for a group of people who still derive inspiration from their symbol, the hive of the honey bee.

I realize that the Mormon plan, with its details, might not work elsewhere, but nonetheless it is notable as a practical example of what organized groups within a community can do.

Eilene Marie Galloway
National Economic and Social Planning Association, Washington, D. C.

Post-Pioneer Pow-Wow

To the Editor: Here in Salt Lake City, during the last three days in May, was a strange gathering of sons and grandsons of the western pioneers. These folks of pioneer parentage had come from all the coast and mountain states to participate in a Western Social Reconstruction Conference, which employed a social technique typical of the West. It can best be described as a pow-wow. Now a pow-wow differs from a parley or a conference or a convention in very definite ways. A pow-wow usually takes place when it is discovered that all is not well with those invited and a pow-wow does not end with the disbanding of the participants. In fact, the action that results from the pow-wow is its most important feature.

Bitter criticism of the idea of a "breathing spell" was expressed, and deep resentment was aired by these children of pioneers at the implication that Western America, still possessed of boundless wealth, is to settle down to a subcivilized standard of existence because the mechanism of Wall Street is clogged with wealth exploited from the eleven western states. The demand that the Major Political Parties open the way for Westerners to have access to western resources and modern machinery so that wealth may be produced for the use of people rather than for the profit of the absentee owners was made by resolution. The Scott Bill (H. R. 11776) was endorsed as the most important bill now before Congress. It would provide for a Reciprocal Economy Administration (REA) to take the place of WPA and other enervating relief devices.

There was no criticism of any administration, past or present, for what it has done, but a genuine resentment at the spirit of satisfaction which seems to characterize the present administration. The spirit of the pioneer which still lives in his children is impatient with people who sit down and "breathe" while men, women and children continue to be submerged by forces which

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we all know could be controlled by intelligent social action.

Most important of the results of the pow-wow was the bringing together of leaders. Through the West runs a thrill today in the knowledge that we have men of the common people who have the will and the ability to lead. You will hear their names later—Rhodehamel of Oakland, Meiers of Los Angeles, Woodward of Utah, Hewitt of Oregon, Costigan of Washington.

OWEN WOODRUFF
State Self-Help Cooperative Board
Salt Lake City, Utah

Clouds Over New Jersey

TO THE EDITOR: So much has been written recently of the relief situation in New Jersey that I am venturing to call the attention of your readers to a statement, Politics and Pauperism, issued by the New Jersey Conference of Social Work, of which the following are representative paragraphs:

"The simple fact of the matter is that the relief administration in our state has ceased to be a question of relief in the minds of our people and has become one of finances and politics. This has obscured our clear vision of what is happening. It has made us the easy prey of appeals to misleading slogans. It has exaggerated our fear of abuses. It has made us reject even the lessons we might have learned from our past mistakes.

"Our present situation arises largely from the fact that there is no sympathetic understanding by local people of the problems of relief. This calls for new efforts at interpretation. It has been clearly demonstrated that it is not easy to get our citizens to think through the social implications of our present dilemma. The reasons for this are complex and some of them go to the foundations of social processes and propaganda. Nevertheless, the job remains. We must interpret more thoroughly and more skilfully.

"An immediate point at which we can strike effectively is the personnel of county welfare boards. Socially minded people can bring persuasion to Boards of Freeholders to appoint equipped people to these important responsibilities. The county welfare board can be a powerful agent for raising the standards of social work in its constituencies.

"Behind all relief problems, always, is the economic situation which produces them. After all, we cannot cure our ills without purging the roots of them. It is for us to bring what contribution we may have to such an understanding of the economic and social patterns of our communities as will enable us to locate and correct the fundamental sources of our discontents.

"This is no time for any who believe they know the realities of the problem to give up the struggle for justice and fair treatment for our citizens in need. It is rather a time to reenforce our own courage and to press forward with a demand for such a program as will make New Jersey a model rather than a warning to other states."

This will, at least, indicate that the socially minded laymen and the social workers of New Jersey are coherent in their interpretation of what is going on in their state. FRANK KINGDON
President, New Jersey
Conference of Social Work

A View With Alarm

TO THE EDITOR: From the fairly safe vantage point of a commercial publicity job, following a considerable "stretch" in social work, I find myself possessed of a full grown peeve over the kind of publicity put out by most social agencies. For instance, why do they—I've done my share of it, but never mind that now—why do they, with sob stories and tremelo stops, everlastingly play up the troubles of the clients? Why not play up the social worker as a human being and a community asset? But no; the minute a social agency thinks of newspaper stories, or whatever, in connection with money raising or community information it begins stressing the great need of the client with little or nothing to say about the workers who handle the money and make it count for clients and community. No wonder the community thinks of social workers as job holders and basket toters.

It seems to me that social workers need press agents more than almost any other professional people in the world. But like most of the critics I don't do anything about it. I just view with alarm.

St. Louis, Mo. MARGARET FARLOW

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